DOCUMENT RESUME

ED 218 501 CE 033 145

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TITLE Employment Problems and Programs for Inner-City Youth. Technical Report.
INSTITUTION California Employment Training Advisory Council, Sacramento.
PUB DATE Nov 81
NOTE 124p.

EDRS PRICE MF01/PC05 Plus Postage.
DESCRIPTORS Adolescents; Adults; County Programs; *Disadvantaged Youth; *Employment Problems; *Employment Programs; Federal Programs; *Inner City; Out of School Youth; *Program Content; Program Costs; *Program Effectiveness; Public Policy; Urban Youth; Vocational Education; Youth; Youth Problems; Youth Programs
IDENTIFIERS *California

ABSTRACT

This technical report details the employment problems of inner-city youth and describes some programs that have successfully met these problems. The first of its three parts describes inner-city youth and enumerates the major employment barriers facing them. (It was found that while inner-city youth tend to be disadvantaged, a subgroup of them faces even more awesome barriers, such as drug dependencies, criminal records, learning disabilities, and health problems). The second part describes six successful employment/vocational education programs in each of the five major metropolitan areas in California, as well as one program specifically designed to aid high-risk youth. The third part of the report deals with factors associated with the success of programs serving the general population of inner-city, out-of-school youth. Report appendixes include statistics on inner-city out-of-school youth, interview instruments used to gather data, and examples of funding sources serving youth in California during fiscal year 1981-82. (KC)

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CALIFORNIA ADVISORY COUNCIL ON VOCATIONAL EDUCATION

and

CALIFORNIA EMPLOYMENT TRAINING ADVISORY COUNCIL

TECHNICAL REPORT

Employment Problems and Programs for Inner-City Youth

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November 1981

CE033145

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Introduction

Purpose of Project

The joint CETA/Advisory Council on Vocational Education project was given the charge to investigate the problem of unemployment among inner-city youth, specifically focusing on the most disadvantaged of this group, and those who the schools are not directly serving. The project group was to describe and gather statistics on this group, note the barriers to employment facing this group, report on employment and vocational education programs successfully serving these young people, and suggest areas for policy development.

This Technical Report details the findings of this project.

Organization

The first part describes inner-city youth and enumerates the major employment barriers facing them. It was found that while inner-city youth in general tend to be substantially disadvantaged due to the limited economic, educational, and employment resources available to them, there exists a sub-population of young people within that group that faces even more awesome barriers. These "high-risk youth" require intensive rehabilitative aid for problems including drug or alcohol dependencies, criminal or gang activity, lack of basic skills or learning handicaps, and a host of mental and physical health problems, in order to get to the point of employability. It is significant that this group of high-risk youth has never been identified or counted separately in California; therefore, the exact size of the group is unknown.

The second part describes six successful employment/vocational education programs in each of the five major metropolitan areas in California. They include:

- San Jose's Youth Employment Service (YES), a placement service sponsored by the Chamber of Commerce serving approximately 1,500 young people each year.

- San Francisco's Asian Neighborhood Design Youth Project (AND), a small program concentrating on developing effective work habits while teaching construction skills.

- San Diego's Skills Improvement Program (SKIP), a pre-employment counseling program focusing on career exploration, job readiness, and job search skills.

- Compton's Special Student Participation Program (SSPP), which works through the schools to develop construction skills for youth who have had contacts with the law or are considered prone to dropping out.

- Orange County's Central County Regional Occupational Program (CCROP) which has 54 different skills training programs mostly taught on industry sites.

- San Bernardino's Inland Empire Job Corps Center (Job Corps), a comprehensive residential program.

In addition to the above programs which focus primarily on the disadvantaged, the research team looked at one program that is specifically designed to serve high-risk youth. A synopsis of that program, the Ayudate/NewPride project in East Los Angeles, is also contained in this part of the report.

Two other programs, the Neighborhood Youth Association of Venice and Candelaria in Oxnard, also were originally studied but are not included in the report as they were found to not fit the criteria for the study. The Venice Program is primarily a drug treatment program which does not focus on employment, and the Oxnard Program served all age groups without a focus on youth.

The third part deals with factors associated with the success of programs serving the general population of inner-city out-of-school youth.

Appendices include:

Appendix A - statistics on inner-city out-of-school youth

Appendix B - interview instruments

Appendix C - examples of funding sources serving youth in California FY 1981-82

SOME FACTS ABOUT INNER-CITY YOUTH AND BARRIERS TO YOUTH EMPLOYMENT

Introduction to the Problem

Today's society expects that its members will, upon reaching adulthood, become engaged in some sort of productive work. In fact, however, millions of Americans are unemployed. Others are not counted in the labor force. Many of this latter group would like to be employed, but avoid looking for work on the premise that such opportunities do not exist for them.

The costs to society of this non-productivity are enormous. Approximately 16% of the U.S. Gross National Product is spent on direct transfer payments to individuals, which includes retirement, disability, unemployment, and low-income assistance. Additional huge sums of money are spent on various social welfare programs. Other hard-to-measure, but substantial, costs include crime and public health problems which are by-products of chronic unemployment. None of this, or course, speaks to the tragic waste of human lives and the attendent social costs.

Our society believes that our best hope always lies with our youth; that is, if we wish to effect social change, it is on the present crop of young people that we must focus our attention. This is the basic premise of both the CETA and VEA programs which, while serving some adults, are principally geared toward aiding youth in their transition from school to work.

The California Advisory Council on Vocational Education and the California Employment Training Advisory Council have commissioned this joint study to look into some of the problems that interfere with the transition process. The starting hypothesis was that inner-city, out-of-school youth would face significantly more barriers than the general youth population and therefore would have greater need for programmatic aid. Consequently, it was decided that they would constitute the target population for the study.

In the process of studying this group, it was found that within our target population there exists a subset of youth whose personal troubles are so debilitating that programs designed to serve the disadvantaged routinely screen them out. According to sociologist Martin Trow, these are the "deprived" youth, whose backgrounds include both financial and social impoverishment. Typically, these youth have additional problems involving drug and alcohol abuse, gang membership, and participation in criminal activities, teen pregnancy and parenthood, lack of basic skills including English literacy, and numerous mental and physical health problems. Virtually all lack knowledge of workplace norms and expectations. In many cases these problems are temporary and age-related. They are, however, so acute that youth facing them require some form of specific treatment and rehabilitation to reach a point of basic employability. Efforts to provide specific treatment and rehabilitation are very often inhibited by the high cost associated with this type of service. Other factors discouraging this type of program are accountability and funding requirements for jbo training programs which insist on high and relatively quick job placement rates to justify funding. High-risk youth require more intensive and longer time frames to achieve job placement. Thus, high-risk youth are routinely screened out of programs.

This group will be treated in this report as a sub-group of the larger population. It will be described partially in this section as "high-risk youth". Observations of a program (Ayudate/NewPride) which serves a segment of the group will be included with the Case Study Synopses and analyzed in the part of the report dealing with success factors.

A second subset was also tentatively identified, which includes youth who may be motivated to attain employment and would otherwise be basically employable, but who have such debilitating environmental problems that they find it very difficult to hold jobs. Environmental problems may include intolerable family problems, gang dominance, or others affecting survival in the inner-city.

Youth in Transition

The Department of Labor, Bureau of Statistics shows that there are nearly 46 million Americans ages 14-24. Fourteen- and fifteen-year-olds are currently

excluded, however, from the official monthly Department of Labor statistics on employment and unemployment because of their relatively low participation in the labor force and because the labor force patterns for these youth differ substantially from those of older workers. Research shows 14- and 15-year-olds work mainly as part-time paper carriers, babysitters, etc.

Nationwide, 25.5 million young people are in the 16-21 age group, which is the period of "transition" from school to work. The unemployment rate for this group of young people is the highest of all the age groups. The types of jobs this group is able to obtain have limited prospects for upward mobility (dish-washers, waiters, waitresses, retail sales, etc.) and wages are low. Further, some youth face problems associated with the transition from school to work which typically are marked by intermittent employment. The evidence indicates that those having the most difficult labor market experiences when young may be expected to have difficulties later on.

In 1978, over 348,000 youth, ages 16-24, were unemployed in California and nearly one-half (46.1%) of all unemployed persons in California were young people, even though youth made up only one-fourth of the labor force. The youth unemployment rate continues to be markedly higher than the unemployment rate for the State as a whole. The unemployment rate in 1978 of youth ages 16-19 years in California was 19.1% or 2.7 times greater than the 7.1% overall unemployment rate. The unemployment rate of 10- to 24-year-olds was 10.1%, also significantly higher than the overall rate.

Nationally, high school dropouts fare even worse. At the end of 1980, the unemployment rate for this group was 25.3%.

Exactly two-thirds of California's population reside in the five largest metropolitan areas of California which are the subject of this study. Youth 14-24 represent 19% of the total population within those areas, with Black and Hispanic youth substantially higher (22-23%) than white youth (17%). The total number of youth 14-24 in the target areas is close to three million.

Blacks and Asians are disproportionately concentrated in the inner-city: 83% of them reside within the study areas as opposed to 62% of whites and 70% of Hispanics. While Hispanic youth (14-24) currently represent 22% of the population in the target area, this is bound to change during the 1980's since Hispanic children (0-13) presently represent 28% of the total.

In 1979 the teenage labor force participation rate was 58.1%. This figure reflects a steady increase over the past decade as young people enter the labor force with greater frequency than has previously occurred. The participation rate for white teenagers and female teenagers has risen continuously since the mid-1960's, but the participation rates of Black youth has steadily declined over this same period.

Projections through 1990 indicate that there will be a decline in the teenage population nationwide from 16.4 million in 1979 to 13.1 million in 1990. The rate of decline will be somewhat slower for minority youth than for white youth since population growth has been more rapid for minority groups in past years. It is also anticipated there will be a drop in labor force participation among youth from 9.5 million in 1979 to 7.6 million in 1990 due to the corresponding decline in population.

In California's five major metropolitan cities there are nearly 1.7 million youth (16-24) in the work force. Among city-dwelling Hispanics, youth (16-24) represent more than one in four workers, while the ratio for the same age bracket of other ethnic groups is closer to one in five.

A consistent problem throughout the study has been the lack of any usable statistics on the target group. None of the agencies or programs we contacted could give close estimates of this group which means, of course, that no one knows how many youth in this category are not being served. Abstracts from the 1980 Census should make this information available by mid-1982, but whoever wants the data will have to ferret it out.

High-Risk Youth

In a longitudinal study of 7,500 poverty-level, predominately inner-city, 16- to 19-year-old high school dropouts, the U.S. Department of Labor found that:

- Over half are receiving public assistance or are in households receiving such assistance
- Only 25% live with both parents
- Their parents averaged less than 9 years of education
- More than half of the females have had at least one child - very few in wedlock
- Over 40% had no employment in the previous eighteen months, despite their out-of-school status
- Of those who did get jobs, nearly half were in summer, public sector employment
- Slightly less than half of the private sector jobs were below the minimum wage rate

If some of these data seem rather dramatic, consider that these parameters are for out-of-school poverty-level youth as a whole, and not just the high-risk group. Some even more engrossing data have been gleaned from California Youth Authority documents:

- The average age at first commitment is 17-1/2
- One fourth of CYA wards have at least five prior convictions
- Two-thirds have been incarcerated before
- Nearly half were convicted of violent crimes
- Of those in the labor force only 16% had full time jobs
- Sixty-five percent were unemployed
- Only one in five had reached 12th grade or had graduated while the same number had quit school by the ninth grade
- Approximately 4,000 youth enter the CYA system each year and the number is growing

A substantial number of these high-risk youth will almost certainly end up incarcerated; studies over the past 100 years have shown the single strongest direct correlate of high crime rates is high unemployment rates. The cost of this imprisonment is enormous. About $24,000 a year is spent to keep one youth in a CYA institution, and a majority of these youth have cost their individual counties huge sums before even reaching the CYA. In addition, there is a recidivism rate of about 50% to CYA and adult penal institutions.

The other major problems of this group of youth - drug and alcohol abuse, pregnancy, etc. - also lead to unemployment followed by equally severe consequences to youth and costs to society. Unless these problems are directly addressed it may be futile even to think about providing jobs or job training. In the next section some of the barriers faced by this group, as well as other youth, will be examined.

Barriers to Youth Employment

The purpose of this part of the report is to describe important barriers facing disadvantaged out-of-school inner-city youth. Seventeen major barriers were identified in the literature and an additional five found in our review of California programs. The major employment barriers enumerated in this report, while applying to youth in general, have differential impacts on the various groups within the total youth population. Those youth identified as high-risk are affected by a majority of the barriers while those youth having comparatively greater resources are affected by significantly fewer of those barriers.

In discussing each of thse, we will first present the barrier as it commonly appears in the literature along with a few explanatory remarks. We will then follow these remarks with a second (indented) paragraph which will attempt to capsulize the concerns of the seven programs with that barrier. It should be made clear that the views presented here do not necessarily reflect the thinking of the two Councils or their individual members.

1. Unstable work patterns are a product of changes in youth's personal lives - Because the personal lives of many young people are in a state of flux, their work patterns and labor force participation are sporadic. Some of the causes of this flux are graduation from high school, college entrance, marriage, moving, military enlistment, and work exploration. Since much youth employment is non-progressive, young people incur no economic penalties by moving in and out of the job market.

   - Although none of the respondents mentioned this barrier, five of the seven spoke substantially about youth "attitudes" and "workplace expectations," and all seven were explicitly or implicitly trying to modify this seemingly casual attitude toward work.

2. Many young people don't get jobs because they don't know how to get them - Inadequate job search skills prevent many young people from getting jobs that they might otherwise be qualified to hold. These

inadequacies range from not having knowledge of sources of jobs to not knowing how to apply or interview. In particular, youth looking for their first job lack knowledge of how to identify or use transferable skills gained through unpaid experience or training. In addition, many young people lack the knowledge of employer expectations regarding such things as dress and demeanor on the job.

- Virtually all programs address themselves to this issue to some extent. Two of the programs examined address this issue almost exclusively and consider this to be a principal barrier to youth employment. To the extent that demeanor is perceived as a job entry skill, all the programs are substantially involved in affecting behavioral modification.

3. Employers frequently refuse to hire young people who lack basic academic skills - Many employers demand competency in mathematics, spelling, and reading. Current studies showing that large numbers of young people graduate from high school without acquiring these basic competencies and this significantly hurts youth employability.

   - Five of the seven programs mentioned this as a major barrier (non elicited response), and the other two readily concurred. Poor math and language skills were seen as both causing unemployment and limiting occupational choices.

4. Many employers would rather hire people with work experience - Inexperience is seen as a major contributing factor to high levels of youth unemployment. This has been particularly true over the past decade when high unemployment rates have generally assured employers of being able to attract people with at least some work experience. The upward push of the minimum wage has added to this effect - as the minimum wage is pushed higher, employers find they can hire more experience at the minimum rate of pay.

- Lack of skills and/or experience is a basic assumption for program operators since they are all, in one way or another, attempting to provide them. Nevertheless, all programs specifically mentioned these factors, as did most of the youth interviewed. One young man mentioned the famous "Catch 22," wherein one can't get a job without experience, and one can't get experience without a job.

5. Youth with limited English-speaking ability face limited employment prospects - In a nation and state that are predominately monolingual, much of society demands that those wishing to participate and share in its bounty must speak English fluently. While a large number of limited- and non-English speaking youth do get jobs, they are often the most menial and non-progressive type. In addition, many of these youths are targets of unsavory or illegal employment practices.

   - Virtually all of the programs mentioned this as a barrier, but only three of them actually provided services designed to alleviate the problem. Others said that they would divert these applicants to English as a Second Language (ESL) programs. Central County Regional Occupational Program (CCROP) and Job Corps Center were the only programs that had components designed to meet the specific needs of some of these people.

6. Racial prejudice continues to provide a substantial barrier for many minority youth - Despite all the legal and social strictures in the past generation, racial biases continue to bar many from employment. Much of this discrimination, however, is more sophisticated and subtle than in the past. Also, there is the continuing problem of de facto segregation which places many minority youth in the inner city while the growth industries are locating many miles away, close to the mostly white, middle class suburbs. The general failure of public transportation worsens this condition, leaving minority youth trapped in decaying core cities with little prospect of improving their situations. In other parts of this report statistics are presented to point out the huge disparities in unemployment rates among different racial and ethnic groups.

- Three of the program operators spoke of racial or cultural barriers to employment. The underlying assumption in most of the programs is that it is the applicant's responsibility to modify his cultural traits so that they conflict as little as possible with the employer's cultural norms. Two programs attempt to approach this barrier from the other side as well, getting the employer to be a little more tolerant. One employer spoke of getting job requests that are discriminatory and stated that those employers were placed in a special "do not do business" file. Some of the youth interviewed also mentioned the influx of Asians as being a barrier. "They come here and get jobs right away, while my family has been here for years, and I can't get a job."

7. Employers hold negative stereotypes about younger workers - Many employers view youth as immature, irresponsible and disrespectful of authority. Generational and cultural gaps contribute further to this feeling of distrust. In addition, one negative experience involving a youth tends to overshadow ten positive ones.

   - While there may be a tacit recognition of this problem by program operators, virtually all of them place the onus on youth rather than employers. Youth are expected to alter their behavior and attitudes in an attempt to counter these stereotypes. One program makes some attempts to deal with employer attitudes, and New Pride's job developer attempts to heighten employers' awareness of their client's cultural background.

8. Too-high entry standards prevent the hiring of younger workers - The practice of some employers of promoting from within results in hiring employees who are qualified not for the open position, but for a position two or three steps higher. While the intent is not to discriminate against youth, the effect is the same: entry-level job requirements are pegged out of reach of first-time job seekers.

- There appears to be tacit recognition of this barrier. By providing youth with better job entry skills, program operators are attempting to mitigate its effects.

9. Poor discipline and behavioral problems cause youth to lose jobs frequently - Employers often dismiss young workers who are frequently tardy or absent or otherwise demonstrate a lack of appropriate job behaviors. A youth's confusion or ignorance about workplace expectations may be viewed as obstinate or willful behavior by employers.

   - Work habits and employer expectations were among the most frequently mentioned barriers. All program operators address this issue to some extent in their programs and two, SKIP in San Diego and AND in San Francisco, describe this as being a focal point of their programs. Likewise, Ayudate's New Pride program aims at altering or eliminating extremely antisocial behavior patterns.

10. Rapid technological changes are reducing the number of unskilled entry-level jobs - While the Vice President's Task Force on Youth Employment identified this as one of the barriers to youth employment, there are also trends running counter to this, i.e., increases in automation are replacing skilled workers with semiskilled workers, particularly in fields like textiles and printing. Nonetheless, the Task Force reports that available jobs are becoming increasingly more complex and professional.

    - This was not mentioned specifically by any of the programs although CCROP and Job Corps evaluate each of their skills training courses against labor market and industry requirements periodically.

11. Divergent norms and values of inner-city youth deter them from seeking traditional employment opportunities - The prevalence of gang activities and the "street life" are facts of life in many inner-city areas. Tolerance among youth for certain types of criminal activities as well as inappropriate role models create a large cultural breach

between them and the mainstream culture of most employers. One of the problems facing these youth is how to retain their own values while "crossing over" to get employment in the middle-class world.

- This was mentioned, in one form or another, by all the programs. One reported that the allure and profitability of street crime was the principle cause of attrition in his program, and another related an anecdote about a teenage girl who refused to participate in a program because she could make "several hundred dollars a night" from prostitution.

12. The "discouraged worker syndrome" prevents many youth from even seeking employment - While some may view the discouraged worker as a "lazy procrastinator" or a "welfare bum," his own perceptions are of a hostile world in which opportunity exists only for those born with the right color of skin or the acceptable family tree. Thus, it is pointless to go out seeking jobs that don't exist - for him, at least.

- While only one program mentioned this barrier, it may be an implicit assumption of the others. That is, lack of self esteem may be countered by providing the youth with something to be confident in, such as employment or vocational skills and knowledge of how to tap into the job market.

13. Most job growth takes place in suburban or exurban areas - The desertion of the core cities is a well demonstrated phenomenon of U.S. business in the past two decades. Although there have been recent signs of abatement and even reversal of this trend in some areas, it is still the norm that new business will tend to locate in developing outlying areas, close to sources of white, educated middle-class labor.

- This was totally true of Compton, substantially true of San Jose, San Diego, Orange County, and San Bernardino and only slightly true of San Francisco and East Los Angeles. Except for San Francisco, all the others mentioned the lack of transportation as a barrier to youth employment.

14. Availability of non-progressive entry-level jobs may encourage serial unemployment - While this was mentioned earlier under "unstable work patterns ..." it is seen as a barrier in its own right. It has been argued that one way to imbue youth with the "work ethic" is to give them progressive, responsible, meaningful employment. Many employers, however, view youth as an ever-present pool of entry-level, minimum wage labor, to be exploited as the need arises.

- All but two of the programs concentrated on bypassing this "marginal" labor market. Those exceptions pointed out the value of getting work experience in any job, particularly for the first time worker.

15. Youth employment is exceptionally sensitive to the cyclical nature of the economy - There is substantial evidence to support this statement. Youth are traditionally the "last hired" and the "first fired." This is particularly true for the Black male teenager, who does not get hired until the economy approaches "full employment," and is laid off at the first sign of a "cooling off."

- This was not mentioned specifically, although several respondents spoke of economic conditions in general as having a bearing on youth employment.

16. Some laws, intentionally or otherwise, limit youth's ability to obtain certain types of work - Work permit requirements, curfew ordinances, and a variety of child labor laws sometimes impose substantial barriers, particularly for the youngest group of workers: the more than one-and-one-half million 14- and 15-year-olds in the U.S. labor force. This group is particularly forbidden under the federal Fair Labor Standards Act to seek employment in manufacturing, mining, or any other occupation involving power-drive machinery. There are also statutes which require youths 16 and under to attend school and restrict the hours students may work, even when school is not in session. Drinking age laws also restrict youth, although California

has eased those restrictions somewhat in recent years, allowing some minors to work in places where liquor is served. It has been noted that this whole body of law, in addition to furnishing protection for the youthful worker, may also encourage young people to remain in school due to the lack of suitable alternatives.

- The only one of the program operators who mentioned legal barriers without prompting commented on California's new graduation (Hart) requirements. In response to prompting, there was general concurrence that some legal barriers exist, but they were neither substantial nor generally negative.

17. The minimum wage and the payroll tax provide disincentives for employers to hire youth - It is argued that many employers would be willing to hire younger workers at rates lower than the minimum wage, and that the payroll tax reduces the Marginal Productivity of Labor and increases the costs of hiring youth. Both arguments assume lower productivity among youth.

- The minimum wage was scarcely mentioned at all and is apparently not perceived as a strong barrier by any of the program operators visited. On the contrary, a great number of youth are placed by these programs at rates in excess of the minimum wage, in spite of the fact that many of these are first jobs. Nothing at all was discussed about the payroll tax.

Additional Barriers Found in this Study

18. Youth gang dominance and violence present serious obstacles to youth wanting jobs - In many areas of California's inner-cities, youth gangs are exerting strong control over youth living in "their territories." Strong pressure is exerted to conform to gang behavior and dress, which are often rejected as inappropriate by potential employers. In some areas, gangs effectively prevent young people from seeking jobs outside their own territory, even to the point of killing outsiders.

- All of the programs are affected by this barrier. The Orange County and San Bernardino programs noted recent participant deaths as results of gang activity, and the AND program uses gang membership as a factor in the selection of participants. Ayudate, operating in a gang-dominated area of Los Angeles, constantly deals with participants affected by gangs, and the other programs studied all noted the effects of gangs on at least some of their participants.

19. Program "boundaries" often serve to exclude youth from participantion in pre-employment programs - These can be physical or geographical boundaries, age restrictions, or a host of other screening mechanisms. While the vast majority of these "boundaries" are justifiable and even necessary, that does nothing to assuage the feelings of a youth who is told he can't get into a training program because he lives one block outside the sponsor's service area, or is a year too young, or his family made $1,000 too much money last year, or he only has two convictions instead of three.

- Except for CCROP which attempts to serve the entire population and YES which uses the widest possible definition of youth and does very little screening, all of the programs have closely-defined boundaries. As a result, many youth do not have access to these programs.

An additional type of program boundary is the information boundary among programs. Programs rarely share information on their successes and failures with other programs because of the fear of competition for continued funding. Funding criteria promote program development and implementation, but do not encourage information sharing or replication of successful models.

20. Drug and alcohol abuse by teenagers substantially impairs their ability to get and keep jobs - Research carried out during the last few years has brought to light the severe problems of alcohol and/or drug abuse among young people. The effects of this problem are compounding. If a

youth stays "high" in school he will not be able to acquire the skills to enable him to get a job and, even if he does manage to get one, he'll be fired the first time he shows up "loaded."

- While all of the programs recognize the problem, only one, New Pride, is equipped to deal with it. The others refer these clients elsewhere or ignore it. It appears as though this may be one of those "boundary" problems: employment training programs don't deal with drug users, and drug abuse programs don't get into the employment development area.

21. Youthful offenders have special problems in making the transition to work - Only 16% of CYA parolees in the labor force have full-time jobs while two-thirds are unemployed altogether. Many of these youth have committed violent crimes, and employers may have legitimate reasons for fearing them. Also, during long periods of incarceration, little may be provided in the way of vocational and pre-employment training, although the California Youth Authority Training School seeks to remedy this for selected inmates.

- Three of the seven programs aim substantially at serving this target group, while the others may have somewhat of a diversionary affect on pre-delinquent behavior. All programs recognize the severity of this problem.

22. Teen pregnancy and parenthood may present serious obstacles to making the employment transition - During advanced pregnancy and the infancy of the child, the teen mother is often diverted from normal youthful activities, or else is segregated. In some communities, there is a tendency toward social childbearing which further serves to separate the mother from many peer group activities.

This table measures the level of concern the seven program operators have for each of the barriers. It should be noted that low concern does not necessarily mean a barrier is not important; it could simply mean that program operators may feel helpless to deal with that barrier.

	High Concern (5-7 programs)	Medium Concern (3-4 programs)	Low Concern (0-2 programs)
Barrier 1	X		
2	X		
3	X		
4	X		
5	X		
6		X	
7		X	
8		X	
9	X		
10			X
11	X		
12			X
13	X		
14	X		
15		X	
16			X
17			X
18	X		
19	X		
20	X		
21		X	
22		X	
TOTAL	12	6	4

PART II - STUDY OF SUCCESSFUL PROGRAMS: CASE STUDY SYNOPSES

STUDY OF SUCCESSFUL PROGRAMS: CASE STUDY SYNOPSES

Study of Successful Programs - Introduction

A case study research project was conducted to develop the data found in Parts II and III of this report. The following sequence of activities was followed:

1. Success variables were identified from recent literature on vocational education and employment programs.

2. Nine programs were initially selected for review. These programs were chosen by contacting schools, community services, and CETA representatives in each of the five major metropolitan areas and asking them to name "successful" programs in their geographical areas which deal with the target population. Preliminary telephone interviews with each program operator confirmed their success in terms of such variables as completion rates, placement rates, participant satsifaction, and program operator satisfaction.

3. Data were compiled on the programs. Each of the programs was visited, and comprehensive interviews were conducted with program operators, staff, participants, and employers. During the interviews it was found that two programs did not meet the criteria for the study; one program dealt equally with youth and adults, and the second did not focus primarily on employment or job training. Data in Part II are taken from interviews and informational materials supplied by the remaining seven programs.

4. The data were analyzed, with the results of the analysis explained in Part III.

5. Conclusions were developed.

It is important to note several limitations of this study:

1. The functions of the programs differ so extensively in range and emphasis that comparisons among them and generalizations about them become very difficult. For example, the San Jose Youth Employment Service (YES) is a placement service, the San Diego Skills Improvement Program (SKIP) focuses on pre-employment counseling, and the Compton Special Student Participation Project (SSPP) emphasizes development of specific job skills. With such differing emphases, comparison of program elements is not always useful. For this reason, differences among the programs are highlighted as well as successes.

2. Where programs dealing exclusively with the target population could not be found, programs serving a slightly broader population were examined. Both the San Jose Youth Employment Service and Orange County Central County Regional Occupational Program (CCROP) have broad-based participation including a substantial proportion of the target population but also serve in-school, suburban and higher-income youth. The Compton SSPP includes in-school as well as out-of-school youth, and the San Diego program draws from suburban areas as well as the inner city, although all participants are low-income individuals. East Los Angeles' New Pride concentrates primarily on Hispanic youthful offenders.

3. Only one of the programs studied, New Pride, attempts to serve a segment of the high-risk youth population exclusively. Thus, comparisons with the other six programs should be made cautiously due to the differences in the clientele being served.

4. Although it was our intent that the program descriptions be descriptive rather than evaluative it was difficult to maintain complete objectivity in describing the positive aspects of these very successful programs.

5. Since only seven programs were examined, no universal conclusions can or should be drawn from this study.

Case Study Synopses

This part of the report consists of case study synopses of the seven programs reviewed. Each of the programs will be described in terms of the following variables:

1. Sources of funding
2. Other linkages
3. Program goals
4. Numbers and types of clients served
5. Special target populations
6. Major program components
7. Programs' relation to target population
8. Process from entry to exit

In order to increase the comparability of the six diverse programs serving the disadvantaged, a scenario was also developed to follow a prototype client through each of the programs.

Calvin Sims, our typical client, is a seventeen-year-old Black male who lives with a single parent and four brothers and sisters in a two-bedroom rented house in a ghetto area. Total household income from all sources is less than $12,000. There is one car in the family, belonging to an older sibling. Calvin dropped out of school last year in the tenth grade, mainly out of boredom. He has had a couple of brushes with the police, one involving an open container of beer in a friend's car, the other for being found on school grounds with three other youngsters at 11:30 at night. He has never had a job, and has never even applied for one in any formal sense, although has casually inquired of a couple of merchants he knows.

In each synopsis, Calvin will be followed as he encounters that program. For reasons described below, there will be no scenario accompanying the final synopsis.

Santa Clara Valley (San Jose)

Title: YOUTH EMPLOYMENT SERVICE (YES)

Sponsors: San Jose Chamber of Commerce
One Paseo de San Antonio
San Jose, CA 95113
Jean Boyden, Executive Director

Longest established of the programs reviewed, the Santa Clara Valley Youth Employment Service dates back to the year 1967. It was operated by the City of San Jose until 1975, when it was taken over by the San Jose Chamber of Commerce. In addition to support from the San Jose and Campbell Chambers of Commerce and the City of Campbell, the program also receives funding and support services from CETA (Titles II B, IV, and VI) for clerical and para-professional staff; from EDD, which provides office space, telephones, and other ancillary services; and from several school districts and the County Office of Education, all of which provide facilities and other forms of support. In addition, the program also receives support from the National Alliance of Business. YES currently operates four year-round job placement offices, and three school-year branches in high schools (one of which maintains a handicap specialist to work with youth with special problems). Geographic accessability is a principal criterion in the location of placement offices with special consideration given to serving the most disadvantaged areas. No client services are provided at the administrattive offices, which are located within the Chamber itself.

In the words of its executive director, the primary goal of the program is to "get young people on the track of private sector employment with an additional emphasis on helping young people make the transition from school to the world of work." A striking feature is "its development of jobs solely within the private sector, and the fact that all wages earned by youth are privately paid. None of the jobs developed involve any subsidization of wages . . ." Operating on a budget of slightly more than $200,000 per year, the program manages to serve approximately 5,600 young people between the ages of 14 and 24, and actually provides jobs for about 1,500 of them. With its limited range of services this

program is by far the most cost-effective in terms of the number of clients served per dollar expenditure of all the programs studied.

Because YES receives CETA Title II B and Title IV funds, it is committed to serving 650 CETA-eligible youth. However, since the program serves many times this number it does not discriminate on the basis of financial eligibility. In fact, there are very few restrictions on whom may be served by the programs as long as they are in the broadly-defined category of "youth." Obvious drug users are referred to special abuse programs and non-English speakers are referred to ESL programs, but other than that, the program accepts all comers, including the severly handicapped. Over half of those placed in the current year were in the 16-17 age cohort, while those in the 18-19 age bracket obtained 27% of the jobs. The male/female ratio was 55:45. Sixty-six percent of those hired were members of minority groups, with Hispanics accounting for two-thirds of that number. The only under-served group was white males. High-school dropouts got 27% of the jobs, and there was also an indeterminate number of out-of-school youths who were high-school completers (the program does not count them separately). A large percentage of the clientele were "inner-city youth."

Basically, the program involves three components, although the program operator makes no strong effort to distinguish between them. These are: (1) job development; (2) pre-employment interview; and (3) referral-placement.

Phase 1: job development Every morning, most of the job developer/placement counselors come into the central office to do their job developing. There, they and the clerical staff have a routinized procedure of going through the Chamber's lead files and calling employers. Additionally, at least half of the job developing is done through personal visits in the field. Any job orders generated are then duplicated and given to the other counselors to take back to their offices and post on their boards. During slack times, counselors may attempt to develop jobs for specific clients, but for the most of the year the job is developed without any particular client in mind. It is during this phase that attempts are made to "adjust" the attitudes of employers. This might take the form of convincing an employer to lower the experience or skill requirement and it might also include

some consciousness-raising about special cultural or age-level needs of those being referred. Several members confirmed that this was an integral part of pre-selling by the YES staff.

Phase 2: pre-employment interview Although this is ostensibly a "pure" placement program, an integral part is the brief but apparently thorough counseling session that all participants must go through before being referred to a job. The counselor's check list includes:

1. Appearance/grooming
2. How to fill out a job application
3. Resume
4. How to interview for a job
5. Attitudes and work habits
6. Other resources for finding jobs

If the participant fails to pass muster on any one of these points - particularly attitude and grooming - the counselor will not make the referral, but will schedule the client for additional counseling if he or she desires. While some of the participants may see this as unfair, the program operator feels that this is what, in part, enables the program to maintain its credibility with employers. Since one of the identified barriers to employment is youth's unrealistic attitudes and expectations about the work place, this counseling is deemed essential to the success of the program, particularly since, for one-third of the youth, this represents their first job.

Phase 3: referral/placement Once the client passes the above check list, the counselor will immediately telephone the employer and secure an appointment for him or her. At this time the counselor takes great pains to stress the client's real experience or inexperience level. Generally, the counselor will refer no more than three people for one position without getting back to the employer to check for hidden variables. The emphasis in the referral process is on giving accurate information to all parties so that everyone's expectations are met. This was later verified by employers.

Calvin first heard about YES through a friend who got a light assembly job through the program, although he was vaguely familiar with the name as though he might have heard it on the radio or TV or maybe seen a poster somewhere. Pretending not to be interested, he casually grilled his friend about the procedures involved. The next day he went down to the YES office which was located in the EDD branch in his part of town. He looked at all the postings on the board, not understanding what many of them meant, and was about to leave when he saw one for assembler, which was very similar to what his friend was doing. Screwing up his courage, he walked over to the YES desk and asked the "lady" about how to apply for it. After the counselor helped him fill out the application, she asked him to take the comb out of his hair and keep it in his pocket while he was looking for work and proceeded to explain to him some of the cultural biases employers have and the "facts of life" about employers setting the rules of the game. She then went through the entire pre-employment process with him, including a very loose mock interview. She told him not only how he would have to behave in order to get the job, but what he would have to do to keep it. Finally, she talked to him about the job he had selected. She told him that an assembler had to sit in one place for hours at a time, and suggested that since he had indicated that he liked to move around a lot, he consider a stockroom job at a retail store nearby. This sounded all right to him, so she went ahead and made the call. When he heard her tell the employer that he hadn't completed high school and that he didn't have any experience, he knew he didn't have a chance. He was amazed, therefore, to hear her actually making an appointment for him for later that afternoon. Writing out a referral slip, she reviewed with him the steps involved in the interview process. Then she handed him the slip and wished him good luck and told him to call her after the interview. When he got down to the interview place, he was so scared that he almost gave it up. But, recalling the drill the lady had put him through he went in and asked for the person whose name was given to him. A half-hour later, Calvin had his first job.

San Francisco

Title: ASIAN NEIGHBORHOOD DESIGN YOUTH PROJECT

Sponsor: Asian Neighborhood Design (AND)
576 Vallejo Street
San Francisco, CA 94133
Gilbert Chan, Executive Director

Although Asian Neighborhood Design began service to the community in 1973, the AND Youth Project has only been in existence for the past three years. Believing that traditional design centers - with their focus on design itself - are outdated, AND has attempted to address itself to broader community needs such as jobs, construction services, and community education. As a result, the organization presently offers a full complement of services which support and interact with the Youth Project. They include:

1. Community Design - In addition to doing the design work for the Youth Project, this component provides design services for other non-profit agencies. It has converted a school site to a community center, rehabilitated housing for low-income owner-occupants, and served in an advocacy role for residents in the area of a port authority renewal project.

2. Energy Conservation - Through workshops and energy audits, this program has attempted to reach the Chinese-speaking community with a conservation message.

3. Housing Advisory Service - By providing individual and classroom training, technical assistance, and the loan of tools, AND has aided over 200 Chinatown homeowners and renters with self-help housing rehabilitation services during the past year.

4. Design Demonstration Project - Through a private grant, the organization has undertaken a study aimed at improving the living spaces of renters in high-density neighborhoods.

In addition to these activities is the Youth Project, which undertakes the actual construction and renovation of many of these projects. Recently, the addition of a workshop has also allowed the Youth Project to engage in the manufacture of furniture and cabinetry, which will be loaned to low-income residents of Chinatown.

Although funding for the AND Youth Project comes principally from CETA Title IV, YCCIP and a Community Development block grant, other AND funding sources provide indirect support. They include CETA Title VI (PSE), State Housing and Community Development Department, California Energy Extension, and the California Energy Commission as well as grants from the Gerbode Foundation, Van Lobensels Foundation, Levi Strauss Foundation, and the San Francisco Foundation. According to the program operator, the agency enjoys strong support from the Mayor's Office of Employment and Training. In addition, the local Carpenters' and Painters' Unions have provided trainer-consultants.

At present, the agency conducts all of its operations out of a small but pleasant residential structure in San Francisco's North Beach area, with the recently-added furniture and cabinet-making workshop in a basement across the street. Youth Project participants are provided with all necessary tools.

When asked to provide a primary goal statement, the Executive Director, Mr. Chan, replied, "to provide unemployed, disadvantaged kids with a positive work experience where they can learn about work and then transition into either school or work." It is his belief that the more closely the work experience replicates the "real" world, the more likely it is to result in permanent employability.

Because this is a skills training program involving mostly "hands-on" learning, class size is necessarily small. With three instructors and a site developer/designer, the number of students enrolled at the time of our visit was 18. With four six-month overlapping cycles per year, approximately 45-50 students are served. At its inception, the program was designed to principally serve the youth of Chinatown; Prime Sponsor requirements have since resulted in outreach to other communities and ethnic groups as well. At present, forty percent of

the participants are Asian, while Blacks, Hispanics, and others (Whites, American Indians, etc.) each represent about twenty percent. Three-fourths of the enrollees are in the 17- to 18-year-old age group, while 19-year-olds make up the balance. Originally targeted to serve 16-19 year olds, the program currently excludes 16-year-olds as not being mature enough. One-fourth of the participants are female. Between 70 and 80 percent of the participants were high school dropouts at the time of enrollment.

To meet the enrollment criteria, an applicant must be out of school, unemployed, disadvantaged and CETA-eligible. In addition, he or she is screened on the basis of physical stature, an orientation toward trade rather than college, and mechanical aptitude or interest. Another somewhat unique entrance criterion is gang membership. Due to some past experiences, care is taken to balance the number of youths from each gang area, so that no one of them is in a position to dominate others in the program. Finally, participants must be able to speak English, since the instructors are monolingual. A number of limited-English speaking individuals were observed, however, although the program does not make special efforts to identify them. All of the participants served by this program are very close to the study's target population.

Over the three years this program has been in operation, the positive termination rate has been between 75 and 80 percent. The program's definition of a positive termination is one that results in either a job placement or continuation in school. (It is a requirement of the program that all participants must concurrently enroll in school.)

There are two basic components of the program: an orientation and a work experience segment involving either construction and refurbishing, or furniture making and cabinetry.

Phase 1: <u>orientation</u> The orientation consists of one week of "tools and rules" in a classroom setting. A great deal of this time is spent on the necessity of maintaining appropriate behaviors while attending the program, including punctuality, attendance, and bans on drugs and fighting. The remainder of the time is spent in familiarizing the participants with the various power and hand tools they will be using at the work sites.

Phase 2: work experience Participants are placed in the cabinetry shop or on construction sites during the second week. Because of the staggered entry, half of the crews at each construction site will have been in the program for three months when new participants arrive, allowing the instructor/supervisor to more closely monitor the work of the new participants. Everything is "learn by doing," and there is a high tolerance for learning by mistakes. Since all work must meet both the building codes and client satisfaction, however, the instructor will have the students do the work over again and again until it is acceptable. Students work 20-25 hours a week and receive a starting wage of $5 per hour. There are two- and four-month reviews with $.50 per hour increments. A final bonus makes it possible for an outstand- ing student to be making $6.25 per hour at the end of training. These somewhat higher-than-average training wages were initiated in response to the concerns of the Building and Trades Council, who felt that youth performing construction work at or near minimum wage might tend to devalue the nature of the work. With the addition of the new workshop, students working at outdoor sites can now be brought indoors during inclement weather or occasional slack periods between the completion of one project and the start of another. A few students with special interest and skills in cabinetry will spend their entire six months in the workshop. While there is no official job development or job search training, these are provided by the instructors on a very informal basis. Since the instructors are all experienced carpenters, they have access to a large number of people in the construction trades and are able to provide access to this network to their graduating students. The high placement rate speaks well of this informal system.

Calvin first heard about the AND Youth Project when he happened to notice a flyer on the bulletin board at a community center near his residence in the Mission district. He couldn't believe what he read: They actually pay you to learn to be a carpenter! Calvin had always enjoyed working with his hands, and he loved being outdoors. But everybody he knew said you couldn't get into carpentry unless you had a close relative in the union. Still, this didn't say anything about unions... So, he got one of his friends to go over to this AND office with him. When he got there, they had him fill out an application form and told him to wait to see someone. While he and his friend were sitting

there, they noticed that most of the people working there were Chinese or White, and Calvin really started to worry about being in the wrong place; he was pretty sure he wouldn't have a chance... He felt a little better when they called him into the interview room, because one of the interviewers was a Black lady from the Mayor's Office. But he wasn't sure about these two dudes, one Chinese and one White guy. They took turns asking him a whole bunch of questions like what kind of work did he really want to do? and did he belong to any gangs? and would he be willing to go back to school part-time? The only thing he could think to do was to tell them over and over again how much he wanted to be a carpenter... When he got out of the interview he told his buddy that they were just jivin', and they weren't going to choose him. A week later, he got a call from Asian Neighborhood Design, telling him he'd been accepted for the program and to report for orientation next Monday... During the orientation they kept talking about all these jive rules, but that didn't bother him cause he didn't do no dope anyway and he wasn't into fighting. But when they started talking about tools and actually let him handle them, he was so attentive he could hear his own heart beat. On Monday they got to their first work site. All they had to do was patch up some walls and paint them, but Calvin was ecstatic. He scraped and spackled until his arms ached. The job had lost some of its glamour by the third time he spackled the same wall; next time he'd listen closer to his instructor and do it right the first time... Five months later Calvin and some friends were walking down the street when they passed a nursery school that had a neat play structure that even included a perfect scale-model house. With studied nonchalance, Calvin announced, "I built that"... Two months later, Calvin had already been hired as a construction helper on three different projects and was working three or four days a week. His instructor had arranged the first job, and had encouraged him to stay in school so that he could eventually get his contractor's license. Since he had recently celebrated his eighteenth birthday, he was able to enroll in adult school at night and still work days. Calvin felt good about his future.

San Diego

Title: SKILLS IMPROVEMENT PROGRAM (SKIP)

Sponsor: San Diego Community College District
620 C Street
San Diego, CA 92101
Lori Erreca, Associate Dean

Now nearing completion of its third year of operation, the San Diego Community College-sponsored Skills Improvement Program (SKIP) was initially funded as a demonstration project by Youthwork, Inc., a research and development arm of the U.S. Department of Labor. During its second year of operation, the program received CETA Title IV funding and currently these funds have been augmented by a Title II B Grant. Other than that, the program receives non-financial support from the community college district. Despite the sponsorship of the college district, however, the program operates as a semi-autonomous unit, even to the extent of having its own offices and training facility in a downtown office building. The facilities are quite attractive and may be, in part, responsible for the extremely high morale among staff and participants.

In its program summary, SKIP sees its mission to "assist youth in developing and planning career goals and assisting youth in obtaining unsubsidized employment or pursuing further education." The program director reduces that to "preparing people to get and keep employment." Another objective, looking at the next year, is to "serve everybody that comes through the door." At present, approximately twenty percent of the applicants are turned away, many due to lack of basic skills, and some due to "welfare dependency." SKIP is presently serving about 200 clients per year by running two classes a month from October through June. Class size is generally 10-15 students, although the class we observed was only half that size.

The program is intended to serve CETA-eligible youth between the ages of 16 and 21. Other than that, there is no specific target group the program seeks to reach with the exception of Prime Sponsor requirements. Besides meeting these

entrance requirements, the participant must be out of school (about half are dropouts), and able to read English at the fifth grade level. The clients observed appeared to be well within the target group, with minority representation including 35% Hispanic, 25% Black, and 7% Asian (primarily "boat people").

The SKIP program has an extremely high success rate. At the time of our visit - with better than two-thirds of the program year behind them - SKIP had a 100% positive termination rate. (A positive termination is one that results in a job placement, military enlistment, or return to school.) Additionally, a noteworthy absence of marginal-type jobs and average starting salaries well in excess of the minimum wage were found in the program.

The design of the program centers around a three-week pre-employment training workshop, which is followed by full-time on-the-job training in the private sector, although a few participants may choose to transition into a classroom clerical training program offered by the community colleges. There are plans to add an electronics assembly class as well. The authors of this study did not look into the classroom skills component.

Phase I: pre-employment training A major part of the first week involves assessment. Through the use of a number of instruments, some of them self-administered, students are able to gain insight into aptitudes, skills, and interests that many of them didn't know they had. Interspersed with this are a number of activities aimed at developing cohesiveness within the group. The second week focuses on vocational exploration, much of which is self-directed (with guidance), involving the use of audio-visual equipment and a variety of vocational and labor market materials. The third week is devoted to job search activities, with the emphasis on getting the student to develop his or her own job, although a great deal of monitoring and support takes place on the part of the staff. Throughout the three weeks, the dual themes of attitude and workplace expectation are woven inextricably through the curricula. The entire program appeared to be very behaviorally oriented.

Phase 2: on-the-job training Approximately half of the jobs are developed by the staff and the other half are developed by the students themselves, generally in the third week of training. Even on the latter jobs, however, staff people play an intermediary role with employers and assist with the transition by explaining to the employers the workings of the CETA voucher system. An interesting sidelight is the fact that two-thirds of the employers refuse to accept the government training subsidy. Again, it should be noted that these are non-marginal jobs and therefore offer a greater potential for permanent unsubsidized employment in the private sector, which is the goal of virtually all employment training legislation.

Even though Calvin had dropped out of school, he had gotten very good grades in machine shop, and he knew he could do that kind of work really well if someone would give him the chance. The trouble was that he didn't know the first thing about how to go about getting a job. When his sister told him about this place that teaches you how to find a job and even pays you while you're doing it, Calvin was interested. First, he found out he had to go down to the CETA office and register with them. After that, he went out to this "SKIP" place that was in this really nice building downtown. There, a lady asked him a lot of questions about himself and his interests and things like that, and then she told him that he would be accepted into the program. The first day of class, this guy starts asking everybody things like, "what kinds of things have you done?" and stuff like that. And then they start talking all this B.S. about how you got to act and dress and talk if you want to get a job and keep it. Then in the afternoon, they make you take these different kinds of tests that are supposed to tell you what kind of work you're supposed to do. Calvin took this one test that showed that he had a strong mechanical aptitude, and it gave a whole list of jobs that he might be able to do. When he looked at the list and saw things like machinist and carpenter, he started feeling pretty good... After a few days, he learned how to operate the study carrels and began looking at film strips and cassettes about machine shop jobs. A lot of the other kids in the class were looking at all kinds of things because they weren't sure what they wanted to do. But not Calvin... The next week, they had a lot of doing mock interviews with the video camera, and Calvin really enjoyed watching himself on television... Finally, in the third week, they were starting to do

job search. The teacher showed them how to use the Yellow Pages to look for names of companies to call. Calvin was really scared when he made the first call, but the guy didn't bite his head off, so the second call was easier. Finally, this one man asked Calvin if he could run a Davenport lathe and Calvin assured him he could, and they made an appointment for the following morning at 7:30. Calvin ran to tell the job developer he was working with and they sat down and talked about it. Then the job developer called the man back and explained that because Calvin didn't have actual job experience, the government was willing to pay half of his wages for a few months while he was learning on the job. The man said it sounded good and that he would look forward to seeing Calvin the next day... The following morning Calvin sauntered into the SKIP office to tell everyone about his new job.

Compton (Los Angeles)

Title: COMPTON SPECIAL STUDENT PARTICIPATION PROGRAM (SSPP)

Sponsor: Compton Unified School District
14431 South Stanford Avenue
Compton, CA 90220
Sam Williams, Director of Vocational-Career Education

Beginning with a one-year VEA Subpart II grant and additional support from the Veterans Administration in the 1975-76 school year, the Compton Special Student Participation Program has been in continuous operation ever since. During the program's second year, the school district picked up the program and maintained it out of the General Fund. Subsequent to that, additional funding has been obtained through the Office of Criminal Justice Planning (OCJP) in recognition of the program's diversionary capability. Instructors' salaries are paid out of ROP categorical monies, with the City of Compton acting as grant manager. A few of the participants in the program are receiving CETA funds, but these are incidental to the program. In addition to its original assistance the VA has, until recently, provided private residence work sites for the program. At the time of the study visit this had come to an end, due to the apparent shortage of VA-owned properties in need of refurbishment. As a result, the participants are presently performing maintenance and repair work on school properties and have recently erected a two-story concession stand/press booth on the athletic field of one of the three high schools involved in the program.

SSPP aims to accomplish a number of things. Most prominent among these are to:

1. Reduce the number of contacts with law enforcement by the client group.

2. Provide both a motivational and an economic basis for the youth to remain in school.

3. Equip each youth with a marketable skill.

Because of these varied aims and because this is a school-based program aimed at retention, it is impossible to measure its success by the normal "positive termination rate." However, the program is, or has been, successful in meeting each of its objectives. Since each of the participants has either been a dropout or has been identified as a potential dropout, the 10% attrition rate speaks very highly of the program's ability to keep participants in school. There is also evidence that there have been reduced criminal justice contacts although current statistics on this factor are not available. Overall, the strongest evidence of this program's success was gained through informal interviews with instructors and students.

A total of ninety students per year are served at three school sites, although at the time of the study there were 67 current enrollees. Eighty percent of the students are male, eighty percent are Black, about eleven percent are Hispanic, and the remainder are grouped together under "Others." The great majority of the participants are between the ages of 16 and 18, with a few younger and a few older. In addition, due to requirements of the grant, at least 51% of the clients must have had at least one criminal justice contact, or else be identified as having potential crime involvement. Besides the youthful offender status, other admission criteria are financial need, drop-out potential, and other "attitude" problems. Those students not referred by the juvenile justice system are often referred by school counselors or by the instructors themselves.

Although a number of the participants had been dropouts, exact figures on this were not available. Still, there was no difficulty in identifying these youth with our target group, despite their present in-school status. In many respects, these represented the most disadvantaged youth in the five original areas under study.

As with most school-based programs, an integrative approach is used. Elements include: (1) basic academic curriculum; (2) vocational skills; (3) counseling; and (4) placement. These will be discussed as phases for purposes of consistency with the report, but they actually are totally interwoven.

Phase 1: basic academic curriculum A major feature of the program is that it gets youth back in school or prevents them from dropping out. All participants are required to attend regular classes in the mornings, with emphasis on meeting graduation requirements. In at least one instance, however, an instructor in the program has successfully intervened on behalf of a student who was doing well in SSPP, but just couldn't handle the academic part.

Phase 2: vocational skills This is the "meat" of the program and involves a combination of traditional "shop" classes and non-traditional work experiences. The shop classes teach basic use of tools and equipment, with the work component providing the student with a set of experiences aimed at replicating, as much as possible, a real job setting. This portion of the program follows very closely that of the Asian Neighborhood Design Youth Project in San Francisco. Until recently students were involved in going out into the community and actually refurbishing VA-owned private residences, much as a private contractor would do. (All three SSPP instructors have private contractor's licenses, which are most certainly helpful in maintaining their linkages with the labor market.) The expiration of VA participation in the project, and the substitution of school maintenance projects has meant present participants no longer perform outside labor; this may well change the nature and the popularity of the program. Finally, this is a competency-based program, and a Certificate of Completion is awarded to those students who achieve specified levels of skills development. During a recent year, 74 out of 96 participants earned certificates, while 16 continued in the program.

Phase 3: counseling SSPP enrollees have a broad array of counseling services available to them. There are three vocational counselors - one at each school site - who work solely with youth in vocational programs. Two ROP counselors share facilities with two of the Career Centers, which are staffed by technicians also available for vocational counseling. All of these work together with the regular school counselors, one of whom is assigned to each student. Many students also have probation officers who perform personal counseling. In addition, the SSPP instructors provide a substantial amount of informal counseling. Because most of the students are in

SSPP for two years, many of them develop close relationships with their instructors who clearly become involved with the students beyond what is expected of them. Much of this involvement centers around job placement, but there is substantial spillover into other areas as well.

Phase 4: placement The ROP counselor is the principal official placement person for vocational students graduating or leaving school. He or she works very closely with the instructor and student. The instructors themselves, however, are often responsible for developing the linkages that lead to job placement, as they generally have very strong contacts with the construction industry and know the students better than anyone else. A good deal of encouragement for entrepreneurial pursuits was found in the SSPP, unlike any of the other programs examined. One young man, with encouragement from his instructor, has built a complete home workshop from which he does custom cabinetry on a paying basis for people in his neighborhood. Also, many of the students were using their shop projects to earn money. One instructor told us of a number of his former students who now run their own construction businesses. It should be noted that immediate job placement is not an objective of all graduating SSPP students. Two students interviewed mentioned college - one had been accepted at the University of Southern California and was attempting to gain admission into the School of Architecture - and others were going on to technical school.

The second time Calvin was picked up by the police, a man from the Probation Department requested a meeting with Calvin and his mother. The man talked about how Calvin hadn't gotten into any real trouble yet, but that he could be headed in that direction. He then told them about the high school Special Student Participation Program, which would involve learning to do housing repairs carpentery while actually getting paid for it. The only bad part was that he would still have to go to regular classes - English, math and so on - in the mornings. Overall, though, it really sounded good - the one thing Calvin had always been good at was working with his hands. So, the man said he would talk to the counselor down at the school and make an appointment for Calvin to see him. . . On Calvin's first morning back in school, he wasn't sure that he had

made the right decision; the English class was still boring, as was the Government class, and he was totally mystified by Algebra, even though he was usually pretty good at math. During breaks and at lunch he had to keep explaining to kids he knew why he was back in school. Finally, the bell rang and it was time to go to his shop class. When he got there he immediately felt more comfortable when he saw three or four guys he knew that had also dropped out. The instructor told Calvin that he had talked to Calvin's old shop teachers and found out that he was pretty good. However, he would have to be checked out on all his tools and safety rules before he would actually go out to a worksite. So, Calvin was assigned to work with two other kids who were building a scale model house. Even though he was disappointed about not getting to work on a job site his first day, he set to work on the model with relish. Since the scale was 6:1 it was large enough to almost simulate building a real house. They actually put down subflooring and built butted door frames. One of the guys was in charge, because he could read the blueprints. He told Calvin that he had learned most of this skill from taking algebra and geometry classes, and that he was going to take a trigonometry class next semester, because he wanted to learn how to do surveying. . . A month later, Calvin and a few other students were standing on the sidewalk looking at a house that they had just refurbished. With its new coat of paint gleaming, Calvin was having a hard time remembering what it had looked like a few weeks before when there had been dry rot in the windows and around the porch, and the garage door was sagging from its hinges. . . About a month before he was ready to graduate, Calvin got word that he had been accepted as a Construction Technology major at State College. He knew a lot of guys had tried to get in and that not all of them had made it. He wondered why he had been chosen. Could it have been the influence of his counselor or his SSPP teacher? Or could it have been the letter from his geometry teacher? Anyway, the part-time job his SSPP teacher had recommended him for would help him pay his expenses. . .

Orange County

TITLE: CENTRAL COUNTY REGIONAL OCCUPATIONAL PROGRAM (CCROP)

SPONSOR: Central County Regional Occupational Program
12926 Haster Street
Garden Grove, CA 92640
Edward R. Roberts, Superintendent

In its ten years of continuous operation Orange County CCROP has served 44,000 students in 54 occupational fields, and will serve approximately 8,000 youth and adults in the present school year, with about three-fourths of those completing the courses expected to get jobs. Operating as a county ROP serving the Garden Grove, Orange, and Santa Ana Unified School Districts, CCROP is a well-oiled, smooth running machine that comes close to being "all things to all people." With 100% of its funding derived from State categorical aid monies, CCROP was the only one of the five original programs reviewed that did not mention funding uncertainties as a barrier or a potential barrier to providing services to the client group.

Administratively, the program is linked with the Orange County Office of Education. Its most important linkages, however, are with the 854 Orange County and South Coast employers who provide on-the-job training sites known as community classrooms.3 These furnish training equipment, materials, facilities

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3 The community classroom concept allows students to learn in a work environment without being paid (Education Code, Section 51054). Under Administrative Code regulations developed by the State Department of Education, participants are restricted from doing productive work, and may even lose academic credit if they accept employment from the worksite employer before the school term is over.

Employers are not provided incentives to furnish community classroom sites in present law. Public and private institutions may be considered for community classroom sites. Regional Occupational Programs/Centers are the principal users of community classrooms. As enrollment declines and school sites are available, school buildings could be used for community classroom sites. However, present law prohibits the community classroom mode for students working on school sites. (Administrative Code, Title 5, Section 10090.)

and expertise that would be impossible for the schools to duplicate. In addition, the CCROP has three central training facilities and shares its administrative offices with a business skills training component. All of the facilities are attractive and well-maintained. Although there is a training center within each school district, one of the features of the program is its open boundaries, which enable students to enroll in the program of their choice regardless of which district they reside in.

In its literature, CCROP lists as its goals to:

1. Provide the opportunity for every high school and adult student within the boundaries of the CCROP to attain entry-level or up-grading employment skills, thereby enabling them to become or remain productive members of society.
2. Provide high school and adult students additional career guidance programs that will assist them in making a meaningful career choice.
3. Reduce the high youth unemployment rate by providing each student who completes a training program with job placement services.

On any given day there are approximately 3,300 students enrolled in the program, with slightly more female than male participants. Two-thirds of those served are between the ages of 16 and 18, with the remainder being older. Designed to serve all comers and having virtually no entrance requirements (age 16 and over; area residency), the program has no specifically designated target groups. Only one of the three districts, Santa Ana, has a significant minority population (79%). One classroom training component in electronics assembly is offered for limited- and non-English speakers, virtually all of whom are Southeast Asian and involves no separate record-keeping. It is thought that about 10% of the adult students are in that category.

Of the three districts, Santa Ana has the most stringent requirements for vocational readiness for its in-school youth. All ninth graders are required to take a five-credit career planning course involving career exploration and planning, personal assessment, pre-employment training, and living skills. In addition, they must receive a required number of credits before graduation that can only be obtained through work experience, vocational exploration, or ROP.

Although there are some variations in the approaches used by the three districts, overall program design is essentially the same. Apart from the Career Center programs, the processes for in-school youth and out-of-school youth and adults are the same. Participants progress through a continuum of classroom training, on job training (OJT) in the community classroom, and cooperative work experience, where available.

Phase 1: enrollment — It is helpful to treat enrollment separately due to the tremendous number of choices available in this program: there are presently 54 offerings, which are continually being upgraded, changed, added or dropped in response to labor market relevance. With so much going on, the prospective trainee needs help. First, there is a full range of outreach services which include public service announcements, classified advertising, cooperation with numerous community agencies, and selected mailings of brochures. The brochures contain updated listings of available classes along with a thumbnail sketch of each course. Course descriptions also include a number for telephone tapes which offer much more in-depth descriptions of the courses, including: content; the types of training and instruction given; the competencies and skills one might expect to achieve; what kinds of jobs the training would qualify one for; and updated labor market projections of job prospects in that field.

Phase 2: related training — Some, but not all, of the programs require the student to take a certain amount of related classroom training before actually being allowed to train at a work site. Some of this is provided in the schools themselves, some at the ROP training centers, and some at community classroom training sites provided by employers. One community classroom site visited was a cashier/merchandising training facility provided by and located in the May Company department store. It consisted of a classroom filled with tens of thousands of dollars worth of sophisticated electronic equipment, all state-of-the-art models. All ROP instructors have actual work experience in the fields in which they are teaching, which both provides them with a broader knowledge base for teaching and helps in developing and maintaining linkages with the business community.

Phase 3: on-the-job training Once the instructor feels the student is ready and has achieved a given set of competencies, the student will be placed in an actual work setting where he or she will learn by doing. At this stage, each student has an individualized training plan which is monitored by the instructor and the site supervisor. The site supervisor actually becomes involved in the educational process by filling out weekly report cards on each student at the site. A great amount of effort is expended to make certain the trainees are not taken advantage of, and that training is maintained as the principal objective.

Phase 4: co-op In the final phase, the increasingly competent student can progress into Cooperative Vocational Education where he or she can earn a salary, and at the same time earn credit toward high school graduation by gaining practical experience. Because this represents, in a sense, a "weaning" process, monitoring by the instructor is less frequent, but not less diligent. CCROP is unique in its operations in that students cannot walk in off the street into a co-op, but must be referred from a classroom program.

While Calvin was sitting watching television one day, he casually picked up a CCROP class schedule that had come in the mail, and began leafing through it. Suddenly, he saw something that made him sit up and take interest. He was reading about a Machine Tool Operator course, the description for which read, in part, "this open-entry open-exit course provides students with entry-level skills which will qualify them for paid employment as machine helper/machinist." The one thing he had really enjoyed about school were his shop classes, and he had thought about becoming a machinist before he dropped out of school. Now, suddenly, here was a way he could get just the training he wanted without having to take all the other B.S. He looked back at the cover of the brochure and noticed, for the first time, the bold lettering which stated, "FREE JOB TRAINING." Figuring that the worst they could do would be to say "no", Calvin called the number on the cover. The lady he spoke to was very friendly and said that he might be able to get the class he wanted if he called the school

counselor in his district, and she gave him that number... When the counselor talked with Calvin, he discovered that Calvin had already had a couple of years of metal and wood shop, and had gotten very good grades in them. As a result, he recommended that Calvin sign up for the advanced class. He then told Calvin about the Community Classroom program, where, as soon as the instructor felt Calvin was ready, he would place Calvin in an actual machine shop in the community where he would get real on-the-job training for a couple of hours a day... Calvin worked harder than he had ever done before, and his instructor came to him one day and said he thought Calvin was doing very well and asked him if would like to move on to an OJT assignment. Calvin was, of course, ecstatic ... One day, after several months of getting very good grades from his site supervisor, the supervisor said he wanted to talk to Calvin and his instructor ... At the meeting, the supervisor praised Calvin's work and said that the reason he had asked for the meeting was because a job had just opened up in the tool room, and he wanted to know if Calvin was interested in it. He told Calvin that the job was full-time and that he would still get to do some machine work, and that he could eventually work his way out onto the floor. He then said that the reason he had asked Calvin's instructor to be present was that they both felt Calvin had a lot of potential, and that he should finish high school. There was a way, if Calvin agreed, that he could actually earn credit toward graduation by working, but he'd also have to take some classes. Calvin thought the offer over for about four tenths of a second, and then he took it.

San Bernardino

TITLE: JOB CORPS - INLAND EMPIRE CENTER

SPONSOR: RCA
3173 Kerry Street
San Bernardino, CA 92405
Murray Durst, Center Director

The desert town of San Bernardino may, at first, seem an unlikely place in which to gather data for a study whose central focus is on inner-city youth. The Inland Empire Center, however, is a residential training facility drawing youth from anywhere in the U.S. Department of Labor's Region IX - many from the inner-cities.

Operated under a government contract - RCA runs 12 such centers around the country - the Inland Empire Job Corps Center is the most highly institutionalized of all the programs examined. The U.S. Job Corps administers the program in cooperation with local Prime Sponsors, and the types of services as well as the delivery format are established at the federal level. Nonetheless, a great deal of "fine tuning" goes on at the local level, and the ultimate success or failure of the individual program sit is determined at that point.

The Inland Empire Job Corps Center has been operating for three years and serves 310 youths at present, 235 of whom are residents. With males just slightly outnumbering females, two-thirds of these 16- to 21-year-olds are drawn from the surrounding three counties. By ethnic distribution, Whites and Hispanics each account for 30 percent, with Blacks and Asians each representing 20 percent. The bulk of the latter group are recent Southeast Asian immigrants, most of whom do not speak English. A large number of the non-resident students are young parents.

The great majority of Job Corps enrollees are dropouts, with the mean grade level near 5.5 at the time of entry. In fact, the Center Director ranks this lack of basic literacy skills ahead of employability and vocational skills as the principal barrier to employment facing these youth.

According to the Director, the primary goal of the program is to graduate youth who are both "employable and employed." In order to achieve that, these youth must attain:

1. Self-managing social skills
2. Mental and physical health
3. High school skills level
4. Possession of a vocational skill
5. Employability skills

Besides meeting the aforementioned age criteria and CETA eligibility requirements, the only other conditions for entrance are that the youth not be judged an habitual offender, nor stand convicted of any violent crimes. The entire recruitment and selection function is handled by EDD, which maintains a Job Corps desk at each major Employment Services facility. The Job Corps Center essentially takes whomever is sent to them.

Operating as a 24-hour training and residential facility, the Center necessarily offers an unsurpassed breadth of services including, of course, room and board and supportive services. Excluding those, the major program components include the intake orientation, the training period with its four integral modules, and completion/job placement. The four training modules include Basic Skills/GED, World-of-Work, Vocational Training, and Social Behavior. Sixty percent of the enrollees complete the entire program successfully and 84 percent of those result in job placements. Considering that this is a residential program with an average duration of 8-9 months, the attrition rate of under 30 percent speaks well of the success of the program. A review of the program components may help to explain some of that success.

Phase 1: intake/orientation Once the youth has been recruited - often by a community services agency - and enrolled by the EDD/Job Corps recruiter, he or she arrives at the Center. For the next few weeks, the youth will undergo a variety of interviewing, testing, observation, and a complete physical examination as well as a psychological evaluation. One of the reasons for this intensive assessment is to screen out enrollees who show little potential for benefiting from the training. The major reason, however, is to aid in the development of a comprehensive training plan for the individual.

The plan is developed by the enrollee and a three-member "employability team," and involves setting goals in the four areas mentioned above. A six-week performance "contract" is then agreed upon, with another review/planning session set for the end of that period.

Phase 2: training At the conclusion of the orientation, the student begins training, which continues until he or she exits the program. Training and/or evaluation in the four areas generally occur in an integrated format, although basic education and vocational training are usually given in alternate weeks. The four training areas include:

1. Basic Education - One of the program goals is for every corps member to attain high school graduation or equivalency. To that end, a full range of basic education subjects is offered, with the local school district providing diplomas or equivalency testing. A good number of enrollees in the Job Corps are not ready for the high school program, however, and so their needs are met by a separate basic skills course designed to take them up to the eighth grade level and entry into the GED program.

2. Vocational Instruction - About 60 percent of the vocational training is done on-site with the remainder being contracted to other organizations. Emphasis is on experiential learning and many of the skills areas have OJT components. Offerings range from office and bookkeeping through tile masonry and surveying. The Director has plans

for moving more of the training off-site to the extent possible, with some use of the Community Classroom concept. The trade unions are currently providing some of this kind of training.

3. World-of-Work - A major part of the curriculum is the area of work behavior and employer expectations. This involves site visits by employers as well as field trips to places of business. It also includes a six-week outside work experience component. Of all the programs evaluated, this has the most comprehensive treatment of the subject.

4. Social Behavior - Unique among the programs reviewed, Job Corps concentrates heavily on "living skills." Part of the reason most of these youth are here is that they have experienced problems in their family or social environment. Living and working and studying with a heterogeneous population provides them the opportunity to develop some skills in these areas. A great deal of counseling and support is available.

Performance is measured in all of the above areas and specific competencies must be attained before the participant is allowed to progress.

Phase 3: job placement - A number of Job Corps members successfully make the transition to full-time paid employment at their work experience or OJT site. Those in the union programs are generally absorbed through that process. Some get jobs as a result of their own activities carried out under the World-of-Work job search training. The remainder are referred back to their EDD/Job Corps worker in their hometown or point of enrollment. One such worker reported a 9[illegible] percent success rate in placing Job Corps graduates.

Every Corps member who completes six months or more in the program receives a readjustment allowance upon exit. The amount varies from $40-100 a month for the length of the training. Those and the other costs of food, clothing, and shelter plus all the training and overhead costs make Job Corps an expensive

program. The Center Director estimates a participant-cost rate of around $12,000 a year. He points out, however, that there have been data developed to show that Job Corps members pay this back in the span of a few years.

Calvin was scared. It wasn't the fact that he had just taken his first airplane flight or that he was further away from home than he'd ever been before. It wasn't even the fact that the Job Corps Center reminded him of a prison with its high chain link fence and electronically operated gates and security guards. No, it was a nameless fear that had to do with being accepted and the risk of failure and a whole bunch of other things jumbled up inside. Still, the counselor who had picked him up seemed friendly enough... After three weeks of sitting around and taking a bunch of tests, Calvin was dying to start his classes, even the Basic Education classes the counselors told him he'd have to take... One night Calvin was lying on his bed in the dorm, thinking about the number of times he had almost quit and gone back home. At first, there was some heat from some of the guys who had sort of a "gang" thing going, but that had eventually worked out in counseling, and one of the worst guys had finally left. Then there was the time he had "flunked" the English part on his equivalency test. His teacher had talked him into trying again, and sure enough, by working a little harder he passed it the second time, and had now gotten his GED. Still, he had always done very well in the Carpentry Skills program, and that had encouraged him to hang in a bit longer. Now, he was thinking ahead three months to the time when he would be leaving here. By then, he'd have almost $2,000 in savings and readjustment allowances, and he was dreaming about what kind of car he'd get... The day after Calvin got home, he kept his appointment with the Job Corps counselor down at the EDD office. She told him that he'd be getting his readjustment allowance shortly but, in the meantime, she had talked to the man down at the Building Trades Council who said that, on the basis of Calvin's record at the Job Corps in the carpentry program, he was going to be accepted for Apprenticeship Training... Calvin mentally added a stereo tape deck to his car...

East Los Angeles

TITLE: New Pride

SPONSOR: Ayudate
1516 South Garfield Avenue
Los Angeles, CA 90022
Charles Martinez, Project Director

Just entering its second year of service, New Pride can call upon the full resources of its well-established (ten years) parent organization, Ayudate. In fact, much like the AND Youth Project, New Pride is an integral part of the larger organization and thus has the dual advantages of being able to focus on a specific target group while at the same time receiving numerous spillover benefits from other programs within the Ayudate framework. Some of those other services are:

1. Outpatient counseling for alcohol users, with separate programs for youth and adults - Counseling is done on both one-to-one and group bases, and is aimed at building self-awareness and providing the patients with an understanding of the consequences of their behavior.

2. Outpatient counseling for drug users - Since there are marked differences in the behaviors exhibited by users of various "substances," it is deemed best to provide separate treatment programs for alcohol and drug abusers.

3. Abuse prevention programs - Ayudate offers a wide range of alcohol and drug abuse prevention services.

4. Community anticrime programs - Through its close linkages with juvenile authorities, law enforcement, and youth gangs, the agency is able to use its credibility to avert many criminal activities.

5. National youth programs using mini-bikes - By its participation in NYPUM, Ayudate is able to offer diversionary activities aimed at pre-delinquent teens.

6. Training services - Because it has acquired expertise in a number of areas, Ayudate is able to offer a variety of awareness training workshops to law enforcement, judiciary, education, and other interested agencies.

New Pride joins this family of services as a replication project funded by the U.S. Department of Justice (90%) and Los Angeles County's Drug Abuse office (10%). It and the nine other selected replication sites maintain linkages with the original Denver-based New Pride project principally for technical assistance. In addition, New Pride and Ayudate maintain strong ties with various law enforcement agencies, the juvenile courts, probation department officials, and, particularly, the Hispanic community and its various groups.

Designed to provide an alternative to incarceration of serious juvenile offenders, the national goal of New Pride is to reduce the recidivism rate of the target group. Additionally, Ayudate's project director envisions getting those youth back in school and increasing their educational, vocational, and social abilities. To meet thse aims, the program attempts to develop the decision-making capability of the client.

The program currently serves about 60 participants per year in two six-month cycles. At the time of our visit there were 35 males and two females enrolled. There were three 15-year olds, sixteen in the 16-year-old group, and eighteen 17-year olds. Hispanic youth comprised 31 of the total, while black and white numbered three each.

Participation in the program is restricted to youth 14 to 17 years old who have undergone three adjudications (convictions or sustained petitions) for serious misdemeanor or felony-type offenses and for whom the only alternative would be incarceration. For reasons that are not clear, rape-related offenses disqualify youth from participation, and true psychotic behavior may also lead to disqualification.

In keeping with most programs serving the type of clientele New Pride works with, the array of services is both comprehensive and intensive. Principal components include diagnostic evaluation, counseling and supervision, education services, job preparation and placement, and follow-up and intervention. These are delivered in two modules, the first six months providing all the above-named services on an intensive basis, and the second six months involving follow-up and intervention as necessary.

Phase 1: diagnostic evaluation After receiving court-referred clients, a one- or two-day orientation is provided. Following that comes an extensive one- to two-week evaluation and assessment performed by a Ph.D. psychologist. Some of the client needs and assets identified at this time are:

1. Family relationships
2. Emotional development
3. Social skills
4. Physical examination including drug dependency
5. Educational strengths and weaknesses
6. Employment readiness
7. Legal problems
8. Transportation requirements

An extensive post-test also takes place at program exit. The principal product of the diagnostic evaluation is the Individualized Integration Service Plan for each client.

Phase 2: counseling and supervision One of the interesting features of New Pride is the fact that while clients simultaneously may be involved with the education, job development, and counseling components, it is the counselors who are the case managers - the ones with the responsbility for coordinating each client's treatment plan. Counseling is performed at least twice weekly during the intensive phase and consists of group, individual, and family sessions.

Phase 3: educational services New Pride recently received its license as a private school, thereby allowing it to offer elementary and secondary instruction. Some clients may already be enrolled in school when they enter the program; others are not. This latter group receives 15 hours per week of classroom instruction, a lot of which is aimed at remediation as well as providing survival skills. For those youth already in school there may be intervention to get schools to recognize the special needs of the client. The education staff currently consists of three teachers and one education coordinator. At least one member of the teaching team has a special education credential for teaching youth with learning handicaps.

Phase 4: job preparation/placement While the program provides no vocational training per se, it is very heavily involved in providing pre-employment socialization, i.e., the set of skills and attitudes necessary for a youth to find and keep a job. Once the counselor feels the client is ready, the job developer begins to work with both the client and the counselor to determine what kind of employment might be suitable. The job developer will then develop a placement with those characteristics and place the youth in a three month fully subsidized OJT. The job is half-time allowing the youth to remain in school. As the project director put it, "the agency is the bridge between the employer and the youth." Employers are given the complete picture of the youth's background and problems so that no misunderstanding can occur, so that the employer's expectations may be somewhat realistic.

Phase 5: follow-up and intervention Once the client leaves the intensive phase of the program, his or her program is monitored by a full-time reintegration specialist. This person will intervene with school officials, employers, probation officers, and any others with whom the youth has contact. The purpose of this intervention is to help smooth the transition process. The reintegration specialist may also get the youth to come back for additional counseling or other services.

Finally, there is no Calvin episode with this program. For one thing, Calvin would not qualify; for another, any such fiction, no matter how well-intended, could not do justice to the program or its clientele. Because the program is

only a year old, and very few participants have completed it, it is too early to determine New Pride's success rate. Even when the success rate is known, it is still an open question whether positive termination for programs serving high risk youth should be measured against programs serving less troubled populations.

STUDY OF SUCCESSFUL PROGRAMS:
PART III - ANALYSIS OF SUCCESS VARIABLES

STUDY OF SUCCESSFUL PROGRAMS: ANALYSIS OF SUCCESS VARIABLES

This part of the report identifies factors which contribute to the success of vocational education/employment programs.

The first section applies the "success" variables found in the literature to the seven programs reviewed. These variables include the following:

1. The combination of classroom learning with a well-designed, well-supervised, work-related component

2. Employer involvement in design and implementation of programs through partnership between industry, government, labor, and schools

3. Matching job training with known labor market opportunities

4. An integrated approach to youth employment training, combining provision of
   - specific job skills
   - more general occupation competencies in job seeking
   - basic academic proficiencies

5. Strong career counseling and job placement

6. Curriculum developed through employer input, with involvement of employers from planning and course design to placement and follow-up

7. Use of facilities, equipment, and personnel providing educational experiences which reflect actual labor market conditions

8. Opportunities for students to make informed occupational choices based on their career goals, labor market data, and such additional information as placement rates for various training programs

9. Rigid program standards such that employers know that program completers are ready for employment

10. Advancement and completion based on measured competencies

11. Effective leadership

The second section identifies other variables which were found to be important factors in the success of the programs studied.

Again, it should be noted that since program goals and activities vary widely, not all variables will apply equally to the programs.

Success Variables Identified in the Literature

Eleven variables have been identified from the literature on youth vocational education programs as contributing to the success of these programs. In this section, each of these variables is applied to the seven programs reviewed to determine whether or not the variables hold true for programs dealing with the population of inner-city out-of-school youth, including the sub-populations of high-risk youth and youth with severe environmental problems.

Variable #1 The combination of classroom learning with a well-designed, well supervised, work related component.

Five programs combine strong classroom components with actual work. The San Diego Skills Improvement Program (SKIP) has a classroom program centering around pre-employment and job-search skills, followed by paid work experience. The two components are related insofar as work habits learned in the classroom can be applied on the job. The Compton Special Student Participation Project (SSPP) and the Orange County Central County Regional Occupational Program (CCROP) have strong classroom components in which basic skills are taught before particpants go to work on the job site. Participants in these programs are closely supervised on the job by both employers and their classroom instructors. The San Bernardino Job Corps requires corps members to take basic education and job skills classes, and then places them on job sites for further skills development and work experience. The East Los Angeles New Pride Program provides a basic education program in-house designed to provide participants with basic and survival skills necessary to hold a job and get out of the juvenile justice system. This is followed by closely monitored OJT.

The San Francisco Asian Neighborhood Design Youth Program (AND) emphasizes immediate hands-on experience, with only a week of "tools and rules' orientation before participants are placed out on the job. All skills are taught on the job site by program supervisors and an experienced carpenter. The San Jose Youth Employment Services (YES), strictly a job placement organization, has no job training at all, although some high school workshops in pre-employment skills are conducted for in-school youth.

Variable #2 Employer involvement in design and implementation of programs through partnership between industry, government, labor, and schools. In examining this variable, current linkages with the community were observed.

Linkages with industry are major features of the YES nad CCROP. YES is administered and promoted by the San Jose Chamber of Commerce which encourages its members to use the service, enhancing both program credibility and business participation. The program also has close ties with local schools and Employment Development Department offices which provide space for YES services. CCROP involves employers extensively in curriculum development and revision, and in the Community Classroom. Students are placed in businesses or agencies, where employers play a strong role in their supervision and evaluation. The Job Corps also has strong linkages with surrounding industry; 40% of the Center's corps members acquire their skills training in the community in private businesses, job training centers and community organizations under contract with the Job Corps. The local school system helps coordinate the education program by assessing corps members for high school diplomas and administering the G.E.D. Community members are also included in the employability program.

A lesser degree of direct community involvement is found in AND, New Pride, and SSPP. The AND program operates relatively independently of other agencies and industries. Linkages in this program focus on referrals of applicants to the program from other agencies, strong acceptance in the local Chinatown community, previous building industry experience of program supervisors, and the loan of a retired carpenter from the local Carpenters Union to act as a technical consultant to the program.

New Pride has strong ties to the East Los Angeles Hispanic community through its Ayudate parent organization. It also maintains close communications with the juvenile justice system and the courts through staff assigned as court liaisons, and through training programs designed to provide the police and juvenile justice authorities with a better understanding of the youth being served.

The SSPP has connections with industry to the extent that the program instructors have contractors licenses and strong contacts with the local building industry. In addition, until very recently, the Veterans

Administration supplied houses for the students to refurbish. The juvenile justice authorities also have played an important role in monitoring the program, as it is sponsored and funded as a diversionary program by the Office of Criminal Justice Planning.

The SKIP program was developed as a national demonstration project using a Department of Labor model. Currently, it is implemented independently of other agencies except for referral of applicants and job placement.

Variable #3 Matching job training with known labor market opportunities.

This is a significant factor in three of the programs studied, SKIP, CCROP, and Job Corps. The San Diego SKIP program focuses strongly on career exploration and job selection, and participants study the area labor market as one factor in selecting a job. In this program there is strong emphasis on placing participants in stable, substantial employment. The Orange County CCROP performs formal labor market analysis to determine initial and continuing need for its many programs. If analysis does not show continuing opportunity in a given industry, new programs are not initiated or established programs are terminated. The Job Corps is required to show labor market support for initiating or continuing any training program.

The emphasis of the San Jose YES program is to get the young person to work; the quality or stability of the job is not as strongly emphasized as the need for general work experience for, in many cases, the first-time worker. The labor market is examined only as an indicator of areas for job development.

In both San Francisco and Compton, the building industry is depressed; thus the construction skills taught do not match labor market opportunities. In San Francisco, the labor market is not seen as critical since the program staff views the work primarily as "a vehicle for teaching work habits" and not necessarily as an end in itself. This philosophy also holds true for New Pride.

The labor market in inner-city Compton is depressed for virtually all industries. Although the building industry itself currently is not strong, however, the house refurbishing skills taught in the SSPP until recently may

well prove to be practical in the future in this highly residential area; the school maintenance activities currently being undertaken may not be as easily transferable. As an alternative to the traditional employment, entrepreneurial activities are also promoted in the SSPP. Many of the projects built in the classroom are suitable for later sale by the students, and creation of home workshops is encouraged.

Variable #4 An integrated approach to youth employment training combining provision of specific job skills, more general occupational and job search skills, and basic academic skills.

The programs focusing on the development of specific job skills - AND, SSPP, CCROP, and Job Corps - all use an integrated approach to their training. The AND and SSPP require all participants to be in, or return to school to gain basic academic skills. The CCROP requires only its high school participants to be in school; adult and out-of-school youth are not required to obtain basic academic training. In addition to formal academic requirements, some basic skills are covered as parts of job skills. Examples are measurement and basic geometry for the building trades skills, and spelling and punctuation for clerical skills. Each of the three programs also teaches specific job skills, with AND doing the teaching strictly at the work site, and SSPP and CCROP using both the classroom and work site. The general occupational and job search skills are handled in various ways. AND strongly emphasizes the development of work habits as part of the job, and deals with job search skills informally as the need arises. The instructors in the SSPP also handle the general occupational competencies informally, but are supplemented by high shcool vocational and ROP counselors. General occupational skills are formally built into the curricula of most CCROP programs, backed up by school career centers, and required career courses and work experience in the Santa Ana schools.

The Job Corps employs an integrated curriculum. Four components - basic skills to GED level, vocational skills, employability skills and self-management skills - are required of each corps member. Basic skills are covered in a programmed learning format, and emphasis is placed on making them directly applicable to the vocational skills being learned. Generally occupational skills are built into the employability program, and a strong attempt is being made to integrate it with the other programs.

New Pride also uses an integrated approach, but with emphasis on getting youth away from crime and to the point of employability rather than developing specific job skills. The six-month classroom program covers remedial reading and math, survival skills, and social studies focusing on the juvenile justice system. General occupational and employability skills are stressed in the counseling component of the program. Specific job skills are learned in the OJT component, but they are secondary to the social skills and work habits learned on the job.

The San Jose YES program and the SKIP program each focus on selected areas: placement in San Jose, and vocational counseling/job-search skills in San Diego.

Variable #5 Strong career counseling and job placement.

Counseling

In this study we have defined career counseling in a broad sense, including career exploration, job-search skills, decision making and work habit orientation. Effective counseling exists in all seven programs but the focus and method of delivery vary widely. The major emphasis of the SKIP program is career counseling, including appraisal, career exploration, decision making, job search and work habit orientation. Counseling in YES focuses on work habit orientation and limited job-search skills. It generally consists of short pre-employment interviews in which the counselor matches the youth with a job and provides clear information on employer expectations, job application, resumes, interviewing, and work habits. The AND program emphasizes work orientation and socialization, but also provides informal one-to-one career counseling in other areas as the need arises, particularly in the area of job-search skills. Informality also characterizes the SSPP, where instructors provide most of the counseling, backed up by high school career centers. Various delivery methods for career counseling were found in CCROP. In-school youth in Santa Ana are required to take a one-semester career planning course followed by work experience. All in-school youth also may obtain extensive counseling from high school career centers in career exploration, job search, and decision making. Many ROP courses also offer limited counseling in work habit orientation and job-search skills. In addition, the CCROP also maintains a phone-in tape information service in which extensive information on a wide

variety of careers is recorded and available to all. Career exploration counseling for adults and out-of-school youth is available on a limited basis at the ROP career centers and the Lincoln Adult School Assessment Center. Comprehensive counseling is also a feature of the Job Corps program. The employability segment of the curriculum includes job readiness, work habits, and job-search skills, all built into individual employability plans for each corps member. Personal counseling and periodic evaluations are also part of the program. Counseling is a central component of the New Pride program. Trained counselors work on a one-to-one basis with participants to develop an initial assessment of each youth and then work out individual plans to help each youth move away from crime and into constructive pursuits. All types of personal counseling are available.

Placement

Placement services vary widely among the programs, with five programs providing formal services. In San Jose, placement is the purpose of the program, and about 1,500 young people are placed in jobs each year. Virtually the entire staff works in job development, including personal visits to potential employers and regular phone calls to previous employers. A file of 2,500 employers is constantly updated. The SKIP program emphasizes self-placement by the participant, and so far has a 100% placement rate for the 1980-81 year. Participants are taught how to find jobs and are steered away from marginal work. They are supported by a placement staff which makes follow-up contacts with calls to employers to explain the program and offers vouchers (payment) to help support the participant's training. The instructors in the CCROP have the primary responsibility to place their students in jobs after the community classroom component is completed. Jobs are genrally developed from the instructors' contacts with industry, and are in the $4-7 per hour range. Emphasis is placed on finding jobs that require skills developed in the program, not on marginal jobs that could be obtained by unskilled persons coming off the street. For the programs at Lincoln Training Center, which has no community classroom component, there are three job developers hired by the CCROP and job terminals from the Employment Development Center.

Job Corps placement is handled both by the Center itself and its linkages locally and nationwide with state employment development departments. The

Center often places corps members through work experience contacts in the community or through unions which supply some of its trainers. Otherwise, it maintains close coordination with local Job Corps screeners at EDD offices who are responsible for placement of other corps members.

The job developer in the New Pride program spends a great deal of time working closely with employers to persuade them to hire and work with the delinquent youth in the program. Any type of productive work experience is considered valuable in the socialization process of the youth. Once on the job, participants and employers are monitored by New Pride staff on a weekly basis.

Placement activities are not as highly stressed in AND and SSPP: they are informal and handled primarily through the supervisors or instructors, who generally have excellent contacts with industry. These programs, as well as the CCROP, strongly emphasize the importance of returning to school for further training.

Variable #6 Curriculum developed through employer input, with involvement of employers from planning and course design to placement and follow-up.

Only the CCROP and Job Corps have strong, ongoing, comprehensive employer input. As noted above, employers work with ROP and Job Corps staff to develop the curriculum for any given program. They provide community classroom facilities, equipment, and materials to train the students on-site in their own businesses. They also actively supervise participants and evaluate skills learned. Finally, they may hire students for pay. The other programs have limited employer involvement, except as occasional guest speakers or placement sources.

Variable #7 Use of facilites, equipment, and personnel providing educational experiences that reflect actual labor market conditions.

Six programs emphasize actual or closely simulated work experiences. The AND youth program uses the resources of the larger AND organization to provide an actual business setting. Participants do actual construction and cabinetry work for the business, and all construction work practices are followed as closely as possible, from the insistence on quality work, to use of appropriate tools, to yelling at participants when they make a mistake. The SSPP also provided a

closely simulated work experience when the students were refurbishing houses for the Veteran's Administration; current school maintenance projects vary in how closely they reflect real-world construction jobs. The CCROP community classroom, which is a component of most of its programs, places students in industry doing real work; programs at Lincoln Center, which do not have the community classroom component, vary in how closely they resemble labor market conditions. Job Corps also trains many corps members on actual job sites, while others are trained at the center or in community vocational skills centers. All corps members must complete some actual work experience before they complete their program. The on-the-job training component of the SKIP and New Pride programs provide actual work experience on actual jobs.

This variable is not applicable to the YES program as there is no skills training component.

Variable #8 Opportunities for students to make informed occupational choices based on their career goals, labor market data, and such additional information as placement rates for various training programs.

Five of the seven programs provide opportunities to make occupational choices. The SKIP program concentrates heavily on career exploration, goal setting, and job selection. A wide variety of career information is brought into the classroom to allow participants to make these decisions. The SSPP provides students with information to make occupational choices in the high school career centers before they enter the program. The CCROP also provides extensive career exploration for students in high school career centers and, in Santa Ana, in the required career planning course. Decisions made in these settings may lead to enrollment in the various ROP courses. Adults and out-of-school youth generally do not receive these services before enrollment in an ROP course, but do have access to an extensive career tape library and brochures describing the various programs. New Pride incorporates career exploration and decision-making in its counseling component, as alternatives to crime.

Although tentative occupational choices are made when participants enter the program, considerable emphasis is placed on career exploration in the Job Corps

program. The YES program does not generally provide information for career exploration, as its emphasis is on quick placement and the value of general work experience. The AND program allows opportunities to learn about only those careers directly related to building. It does not provide general career exploration or decision-making.

Variable #9 Rigid program standards so that employers know that program completers are ready for employment.

Four of the seven programs utilize standards that employers can use. The standards in the YES program are related to immediate employability. In the YES program participants must meet employers' standards as communicated by the counselors in the areas of appearance, grooming, and attitude, or they are not referred to jobs. The SSPP, CCROP, and Job Corps have specific standards for job skills which participants must meet in order to successfully complete the program. SSPP and CCROP transmit these standards to the employer on the certificates of completion. The Job Corps curriculum clearly specifies the levels of achievement or "step-offs" the corps member must attain in order to be certified as having successfully completed the program.

The emphasis in the AND, SKIP, and New Pride programs is on bringing participants up to standards of employability. Atlhough no specific individual skills standards are spelled out in the AND program, work crew standards specify that the construction project must meet building codes and the satisfaction of the supervisor. At all times participants in this program and the SKIP program are expected to display appropriate work behaviors. A great deal of time is spent on employability standards as participants must make major changes in their goals and values to accept the expectations and demands of the work place.

Variable #10 Advancement and completion based on measured competencies.

Four of the programs delineate objective competencies which are measured before program completion. The AND program uses two types of competencies. Based on improvements in performance as determined by the supervisors, participants may get two pay raises in $.50/hour increments at two month intervals and a final $.25/hour raise for exemplary performance. In addition, a skills post-test is

given to participants which they must pass in order to complete the program. The SSPP and CCROP list specific competencies which students are required to achieve before successful completion of the programs. In both programs, certain competencies must be met in the classroom before the participant is allowed on the job. In the community classroom component of the CCROP, competencies are also measured on a weekly basis by employers.

The entire comprehensive Job Corps curriculum is based on a series of measured competencies. Each segment of learning, whether in the basic education, skills training, or employability areas has specific competencies which must be attained and instruments to measure them.

The New Pride program charts progress on a plan or goals and objectives developed for each individual by the counselor and the youth. These objectives are derived both from needs shown in the original assessment and the youths' own goals rather than from specified competencies. The SKIP program requires students to complete each program component but uses no objective measuring devices. Measurement of competencies is not applicable to the YES program.

Variable #11 Effective leadership.

All seven programs have effective leadership, although management styles, communication, and decision-making vary widely.

Management and decision-making are centralized in the YES program. The executive director and her assistant make all program decisions, with the director in charge of policy, and the assistant director in charge of staff and corporate job development. Decisions and information are communicated on an informal basis to the counselors when they report to the office each morning. A striking element of this program is the ability to hire staff with different backgrounds to serve different client groups. The program administrators relate very well to the Chamber of Commerce and business community, and the counseling staff share the background and relate well to the young people they serve.

Strong administrative leadership is also a feature of the AND youth program. In this program weekly staff meetings are held to discuss the progress of the program, and decisions are made by consensus among the executive director, program coordinator, and two supervisors. Overall AND policy and guidance is communicated to the youth program from the executive director, who also ably guides the community-based program through the politics of the funding process.

Enthusiasm and dedication to high standards characterize the leadership and highly qualified staff of the SKIP program. In this program, the management style is totally participative, with each staff person or group gathering input, making decisions for its functional area (teaching/counseling, placement, and administration) and then coordinating with the rest of the staff. The open communication style and high standards of the associate dean are reflected throughout the staff.

Dedication to the program and relative autonomy to meet the needs of the students at their schools mark the leadership of the instructors who teach the SSPP program in Compton. With general coordination from the school district, the shop teachers make day-to-day program decisions and work with their students to teach salable skills, good work habits, and to help the students develop pride in their work.

Organization, efficiency, and strong central leadership describe the administration of CCROP. Overall program and policy decisions are made by the superintendent of ROP and communicated to coordinators from each of the three program branches in biweekly staff meetings. General vocational education planning is done by a steering committee composed of the superintendent and the three district vocational education directors. The 120 ROP teachers each have major responsibility for the program in their subject area including development of curriculum, recruitment, instruction, placement, and program evaluation. High quality and dedication is apparent at all levels of the program; teachers have both teaching expertise and industry experience in the fields in which they are teaching. Similarly, career center technicians are highly knowledgeable in job exploration and development.

Close attention to program emphasis on continuous communication, a sense of professionalism, and an obvious dedication to the job at hand are key factors in

the success of the San Bernardino Job Corps Center leadership. Decision-making is handled by administrative decision after discussion. Open communication at all levels is stressed; the director encourages an open-door policy, and spends a lot of time walking around the center chatting with corps members and staff and taking the pulse of the organization. A sense of mission and pride in turning around a previously failing Job Corps Center are also evident in the dynamic leadership of this program.

Graduated levels of decision-making and leadership mark the New Pride program. Overall policy and staffing decisions are made by the program director with executive board input. Individual program decisions are made either by staff members involved in specific program areas (education, job development, counseling) or are brought to the counselors who act as case managers for program participants. If necessary, the problem can be brought to the program director for final disposition. The program director also spends a great deal of time working with juvenile and court authorities to try to build and maintain effective working relationships.

Eight variables including the following remain consistent when dealing with programs serving inner-city youth.

- combination classroom/work related component (variable 1)
- employer/government/school linkages (variable 2)
- integrated approach combining job, occupational search, and basic academic skills (variable 4)
- strong career counseling (variable 5a)
- strong placement (variable 5b)
- facilities/equipment/personnel reflecting actual labor market (variable 7)

	1) combination classroom/work related component	2) employer involvement as partnership with industry, government, labor and schools	3) matching job training with labor market	4) integrated approach combining - specific job skills - general occupational & job search skills - basic academic skills	5) strong career counseling	5b) strong job placement	6) employer input in curricular program design/implementation to placement/follow-up	7) facilities, equipment, and personnel reflecting actual labor market	8) opportunities to make informed occupational choices	9) rigid program standards for employer confidence	10) advancement/completion based on measured competencies	11) effective leadership
San Jose Youth Employment Service (YES)	no classroom component skills training	Chamber of Commerce business linkages, branches in school and EDD offices	no job training	emphasis on job placement one major element	generally 20-45 minutes pre-employment counseling	focus of program 1500/year	little direct employer involvement	N/A	no emphasis on quick job placement - any job ok	job readiness standards enforced (subjective)	no competencies	centralized leadership - lots of staff communication
San Francisco Asian Neighborhood Design (AND)	no classroom component (one week orientation)	few current linkages - instructors have industrial background, carpentry - union consultant	building industry depressed in San Francisco -poor labor market	- building skills - emphasis on work habits - participant required to be in school	- informal emphasis on job socialization	informal placement	little direct employer involvement	AND is contractor - program does actual work	choice limited to deciding whether to stay in building	work must meet building code - supervisor satisfaction - no guarantee of skill level no individual standards	post-test of competencies -pay raises based on skill development	-directed consensus -central AND leadership -strong political leaders
San Diego Skills Improvement Program (SKIP)	2-3 weeks classroom followed by OJT	no strong linkages	OJT jobs selected as result of vocational labor market exploration	- emphasis on pre-employment skills - no academic or job skills	major focus of program	emphasis on self-placement 100% non-marginal job	little direct employer involvement	OJT component on job	major focus of program	job readiness emphasized -no specific standards	not measured - participant must complete each unit	-dynamic -enthusiastic -dedicated -totally participative personal
Compton Special Student Participation (Space Refurbishing)	integrated classroom work site	instructors and contractors license strong contacts with industry, school, VA, police dept.	few labor market opportunities	-school acad. program req. -outdoor skills -informal general skills	available in school informal counselling by teachers	informal	little direct employer involvement	house refurbishing actual work school maintenance limited	in school - counselling	standards on certificate transmitted to employers	measured competencies	teachers dedicated know real world
Orange County Central Coast JTPA (CCJTP)	classroom -community classroom -Occap	employers instrumental in design, supervision, evaluation school program	ongoing labor market analysis - every 2 years every program - every new program	- strong job skills - general skills - basic academic skills for most	extensive school counselling (Santa Ana required course) adult have tapes, brochures	JTPP teacher (7%) - some job developers for adults	strong comprehensive employer involvement	community classroom is work - not at Lincoln	for in school youth adults no choice made before program chosen	standards developed, transmitted to employers	measured competencies	-centralized high quality, organized, efficient -teachers given latitude
San Bernardino Job Corps	integrated classroom skills, work site training	linkages with schools, local industry, training organizations EDD	programs must conform with EDD labor projections	-basic academic to GED -job skills -employability skills -self improvement skills	one component of program - frequent sessions	high placement rate through Center, EDD-Job Corps screens	strong involvement in some programs	varies - some programs have total involvement; others, work experience only	part of employability program	very specific standards	entire curriculum based on measured competencies	-strong, dynamic -communication emphasized -discussion, then administrative decision
East Los Angeles Asian Pacific Training Center	basic education component with OJT	strong linkages with Hispanic community Alameda Justice System	low emphasis	-basic education - strong counselling with vocational skills -OJT	major focus to subtract youth from crime	staff job developer places participants	little direct involvement	OJT component on job	opportunities through individual counseling	job readiness emphasized	individual development plan developed with specific competencies	graduated levels -highly competent -decisions delegated

The following table shows the degree of association between each identified success variable and the programs we examined.

	High Association (5-7 program)	Medium Association (3-4 programs)	Low Association (2-3 programs)
Variable 1	X		
Variable 2	X		
Variable 3		X	
Variable 4	X		
Variable 5a (counseling)	X		
5b(placement)	X		
Variable 6			X
Variable 7	X		
Variable 8	X		
Variable 9		X	
Variable 10		X	
Variable 11	X		
TOTAL	8	3	1

- opportunities to make informed occupational choices (variable 8)
- effective leadership (variable 11)

Moderate association (three programs) was found with three variables, including

- matching training with labor market (variable 3)
- program standards (variable 9)
- measured competencies (variable 10)

Low association was found with comprehensive employer input (variable 6)

It must be noted that not all factors are applicable to all the programs. Variables dealing with skills training and real world facilities, for example, are not relevant to the San Jose YES program which focuses primarily on placement.

B. Success Variables Derived from Case Studies

In addition to the success factors identified in the literature a variety of other indicators of success were identified in our review of the seven programs:

Clear program mission. Each of the programs reviewed has a clear picture of its purpose and direction, and except for CCROP and Job Corps, limits its emphasis to a narrow range of activities. YES has a clear goal of placing as many young people in private sector jobs as possible. AND uses its business setting to orient young people to the work setting, and does not emphasize basic skills, placement or counseling, although these are available in the program. The SSPP focuses on developing salable skills within a framework of a school vocational program where basic academic skills and placement and counseling are available to participants. New Pride aims to prevent a return to criminal activity by providing new skills, habits and a more positive self image. CCROP and Job Corps differ in that they provide a high-quality, comprehensive program incorporating a wide range of activities. Both, however, have clear goals of developing and actually employing skilled, employable youth.

Emphasis on private sector employment. Private sector employment is a common theme of all programs studied. The YES program has a stated commitment to place young people in private sector jobs, and its sponsorship by the Chamber of Commerce undoubtedly lends credibility and entry to the private sector. AND uses its parent contracting and design organization to create a simulation of a private construction firm, and claims that its replication of real world business practices and expectations account in large part for its success. SKIP participants are guided to look for jobs in private industry, and SSPP instructors use private industry experience and contacts to familiarize students with the construction industry. In the CCROP virtually all ROP courses and community classrooms are designed to meet the requirements of private sector employment. Job Corps programs are also geared to the needs of private industry in curriculum, placement, and its partial use of the community classroom concept. New Pride finds jobs primarily in small private businesses.

Focus on needs of specific geographical area and target population. All seven programs are geared closely to their locations and client population.

San Jose has seven branches located in the areas of greatest need and divided among school and EDD offices. Counselors are placed in these locations partly on the basis of how well they relate to area young people in terms of ethnicity, economic status, and experience. Jobs are also geared to the accessibility of transportation in each area, with emphasis placed on jobs close to home and/or school. The broad geographic scope of the YES program also fits well with the widespread employment opportunities of the San Jose area.

Located in downtown San Francisco and easily accessible to its clientele by public transportation, the AND program is also tuned to its location and target population. Great care is taken in the selection process to create a balance in the work crews among Chinese gang youth and disadvantaged youth from other ethnic groups and areas of San Francisco. Awareness of the San Francisco youth culture has made program staff conscious of the need to win youth away from lucrative forms of crime, as well as the need to change specific habits and attitudes before participants can become employable. The primary emphasis on work orientation rather than specific construction skills development is also appropriate in San Francisco where the building industry is currently depressed.

The emphasis of the SKIP program on career exploration and specific job-search techniques conforms effectively to the San Diego labor market where unemployment is high and employment difficult to find. Located accessibly in downtown San Diego, the program occupies a new attractive building which lends itself to pride in the program by both staff and participants. Staff awareness of the problems and needs of each individual also strongly contributes to program success.

The SSPP attempts to alleviate the poverty of the participants and the area by developing skills which can be turned into individual money-making enterprises. Instructors encourage students to make useful projects in shop classes which can later be sold. Experience in refurbishing houses is also potentially useful in this residential community which contains many pockets of run-down housing.

The huge scope and variety of the CCROP enables it to meet the needs of almost any student in central Orange County. Open boundaries between the three school districts, some transportation facilities, and the merger of adult and out-of-school vocational programs with the ROP provide access to a large variety of vocational training programs. The wide scope of programs is also appropriate to the economy of Orange County where industry and employment are booming.

Despite the rigid structure and curriculum laid down by the national Job Corps program, the San Bernardino center is closely geared to its surrounding area. Training programs are justified based on local labor projections, and local industries and unions provide many training facilities and personnel. A strong effort to develop greater rapport with the surrounding community is being made in an effort to reverse previously poor relationships.

New Pride focuses on its target population in two ways. Firstly, because the program is limited to youthful offenders, the program is geared to this group. Basic education social studies classes focus on the juvenile justice system; close liaison is maintained with the courts; emphasis is on preventing a return to criminal activity. Secondly, the program is located in and primarily serves the East Los Angeles Hispanic community. The staff is also predominately Hispanic and counseling approaches rely heavily on the cultural and family norms of the community.

Selection of staff. A great deal of attention is given to the hiring and assignment of new staff by program administrators. In the YES program, attention is given to matching counselors to the young people in a given geographical area; street sense and "people who can relate" are given more weight in hiring than degrees or credentials. Commitment and the desire to serve the clientele, followed by construction skills are criteria for the carefully screened AND staff. SKIP instructors are selected for strong counseling backgrounds, with one instructor having a behavioralist orientation and the other having a more non-directive counseling philosophy. Little recent hiring has occurred in the SSPP but past selection seems to have been made in part on the instructors' empathic capacity. CCROP staff and instructors are carefully selected for their backgrounds in specific subject areas and industry experience. Job Corps looks

for people with specific skills who truly like young people and want to work with them. New Pride staff are selected for their ability to see and work with youthful offenders as real people.

Pride and dedication among program staff. Commitment to the program was noteworthy among the staff of each program visited. In every interview, program administrators, staff participants, and employers invariably praised the dedication and hard work by their staff. Even under adverse economic conditions, the SSPP instructors work to find jobs and individual projects for participants, and point with pride at their accomplishments. SKIP staff members display tremendous energy whenever in contact with participants or in talking about the program, and all take a personal interest in making certain that all program areas are functioning smoothly and in coordination with each other. The AND administrator showed the interviewers a scrapbook of completed projects and displayed a recently completed playground with intricate play structures. YES staff indicated the growing nature of the program as a source of pride, and CCROP staff talk of their extensive development of the community classroom and point to impressive results. Job Corps staff point to the comprehensive nature of the program and recent innovation and improvement in the program as strong assets to their organization. High morale and pride were evident in the New Pride program as well as confidence that their program has the ability to take the toughest cases and guide them back to being constructive members of the community.

Continuous administrator-staff communication is another general feature of these programs. YES staff report to the central office on a daily basis; wide-ranging weekly staff meetings are considred an important feature of the AND program. The small SKIP staff has strong rapport and an obviously high degree of consultation and discussion of all program matters. Although more autonomous than other programs, SSPP administrators and instructors stay in contact with each other to deal with program problems. CCROP coordinators meet biweekly, and close contact is kept with all ROP teachers; CCROP Career Centers were established partly as a means of combating the "lone teacher syndrome" and increasing communication. Overlapping shifts, an open-door policy, frequent staff meetings and frequent informal communication with all staff and corps members were

features of the strong emphasis on communication at the Job Corps. Frequent case conferences among counselors, teachers and job development staff ensure good communication at all levels of the New Pride program.

Attention is paid to the individual. Each of the seven programs focuses on the individual participant rather than the group as a whole. Pre-employment counseling at the point of referral in the YES program is done strictly on a one-to-one basis. AND participants are helped to develop individual skills on the construction and cabinetry projects, and the size of the program had been scaled down to ensure more individualized attention and quality of work. Individual assessment is a feature of the SKIP program, where the teachers keep close watch on individual needs and accomplishments and adapt the course curriculum to meet these needs. The close relationship and support given to individuals and their specific needs by the Compton instructors are immediately apparent. In the CCROP, the community classroom component is handled on an individual basis with individual help and supervision given by employers and ROP instructors to each participant. Individual counseling and employability plans, plus frequent evaluation of each individual's progress, are an important part of the Job Corps training. And, of course, New Pride spends one to two weeks evaluating the needs and assets of each client and then develops an individualized treatment plan for him or her.

In addition to the general factors identified above, other success variables were identified which pertain to one or more programs. These include:

A physical product showing skills learned (AND, SSPP, Job Corps)
Larger organizational framework providing essential support to youth program (YES, AND, New Pride, Job Corps)
Small program size enabling close attention and high quality work (AND, SKIP, New Pride)
Emphasis on reducing "program dependency" (AND, SKIP, New Pride)
Highly efficient use of funds (CCROP's community classroom concept, YES)
Open access to program (CCROP's open boundary plan and combination with adult education programs, YES)
Long association with instructors (SSPP)
Pleasant physical environment (AND, SKIP, CCROP)

Conclusions

There is no obvious distinction between programs serving the general population of inner-city out-of-school youth and the program reviewed serving the sub-population of high risk youth, at least, in terms of success factors.

Successful programs dealing with inner-city out of school youth:

* concentrate primarily on improving the skills and/or employability of disadvantaged youth who have already shown enough motivation and basic skill to approach "the system" for help.

* overcome attitudinal and cultural barriers of youth and employers. They familiarize participants with the expectations and culture of the work environment, and stress the importance of conforming while on the job.

* emphasize job getting and holding. Many programs concentrate heavily both on job search skills and behaviors necessary to keep a job.

* act as intermediary between employer and youth. These programs stay in close touch with employers. They not only secure jobs from employers but remain highly accessible to work out problems that may arise once a youth is placed on a job.

* link up with, and reflect labor market. Successful programs keep in close touch with the labor market in order to replicate working conditions where job skills are taught, keep up to date on demand for labor and the skills required for a job, and find potential employers for program participants.

* meet the needs of their specific location and population. Successful programs take into account both the job market in their location, and the special needs of the youth population it serves. For example, in areas where youth gangs are dominant, a program may take this into consideration in the selection of participants and the location of its facilities.

* use skills training primarily for the purposes of confidence building, providing a simulated work setting and forming linkages with industry and employers. Although skills training itself is considered valuable, it is generally secondary to shaping appropriate work attitudes and behaviors.

* have strong, enthusiastic leadership and staff. Successful programs are brought about by dedicated, enthusiastic and realistic staff who convey these attitudes to participants.

APPENDIX A

TABLES

TABLE 1 - Combined Total Populations of 5 SMSA's by Ethnicity and Age.

Metro Areas not just inner city

1981 (projected)

Age	Total[a]	Black	Hispanic[b]	White	Other
0-13	3,095,440	393,850	852,150	1,653,160	196,280
14	239,940	32,210	59,480	133,430	14,820
15	248,340	33,400	61,530	138,080	15,320
16	256,540	34,470	58,920	150,300	14,760
17	262,570	34,760	59,650	153,100	15,070
18	271,780	35,190	61,200	159,700	15,690
19	275,190	35,620	61,890	161,610	16,060
20	281,030	36,740	63,160	164,400	16,740
21	279,860	38,230	52,170	171,720	17,740
22	279,440	38,470	52,460	170,720	17,810
23-24	538,060	75,580	102,400	325,520	34,560
25+	9,551,630	952,900	1,437,340	6,612,800	548,690
Total	15,581,820	1,741,420	2,922,350	9,934,540	923,550
14-24	2,934,750	394,670	632,860	1,728,580	178,530
14-24 as % of Total	18.83	22.66	21.66	17.30	19.33
State Total	23,433,300	2,098,690	4,177,550	16,040,300	1,116,120
SMSA's as % of State	66.49	82.98	69.95	62.31	82.75

[a] Parts may not add to totals due to independent rounding.

[b] Black & other Hispanics are counted here only.

Source: Annual Planning Information, 1980-1981, EDD. Volumes for: San Diego, San Francisco-Oakland, Anaheim-Santa Ana-Garden Grove, Los Angeles-Long Beach, San Jose, and California.

TABLE 2 - Combined Civilian Labor Force of 8 SMSA's by Ethnicity and Age.

1981 (projected)

Age	Total[a]	Black	Hispanic[b]	White	Other
16	30,240	6,700	13,330	60,420	3,800
17	145,030	11,040	31,320	95,640	7,050
18	180,780	16,440	40,910	114,810	8,610
19	202,860	20,440	47,330	124,660	9,820
20	206,700	20,930	49,500	125,700	10,590
21	210,220	23,470	41,830	132,780	12,120
22	214,790	25,330	41,660	134,920	12,900
23-24	435,350	55,630	81,170	271,480	27,060
25+	6,313,590	648,980	934,420	4,281,320	388,760
Total	7,999,560	828,960	1,348,070	5,341,750	480,700
16-24	1,685,970	179,980	353,650	1,060,430	91,940
16-24 as % of Total	21.08	21.71	26.23	19.85	19.13
State Total	11,646,000	947,560	1,944,640	8,207,410	546,390
SMSA's as % of State	68.69	87.48	69.32	65.08	87.98

[a] Parts may not add to totals due to independent rounding.

[b] Black & other Hispanics are counted here only.

Source: Annual Planning Information, 1980-1981, EDD. Volumes for San Diego, San Francisco-Oakland, Anaheim-Santa Ana-Garden Grove, Los Angeles-Long Beach, San Jose and California.

TABLE 3 - Combined Civilian Labor Force Participation of Five SMSAs as a Percentage of Total Population by Ethnicity, Age and Sex

1981 (Projected)

Age	Total		Black		Hispanic[a]		White		Other	
	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female
16	42.23	27.13	23.80	14.84	40.50	24.90	48.28	31.52	30.13	20.96
17	60.35	49.84	34.54	28.87	59.42	45.46	67.87	56.69	46.68	46.90
18	71.75	60.95	48.21	45.19	76.00	57.58	76.50	66.86	58.68	50.73
19	74.02	73.40	54.71	60.10	84.40	70.47	75.88	78.53	58.33	64.23
20	74.73	72.28	53.84	60.19	85.84	70.82	76.53	76.38	61.22	65.53
21	76.13	74.03	55.95	66.72	90.29	70.78	77.79	76.80	62.82	74.35
22	79.39	74.20	64.12	67.52	91.86	67.91	79.97	77.98	71.06	73.92
23-24	86.06	73.60	77.36	70.03	94.41	65.44	89.26	76.97	81.27	75.10
25+	82.91	59.78	75.53	61.12	86.21	52.89	79.56	50.56	84.08	58.75
Total 16+	70.63	54.81	66.93	62.29	84.22	54.68	78.90	53.75	79.07	59.37
16-24	73.52	64.67	54.31	66.54	78.68	59.77	76.08	69.30	62.04	61.87

[a]Black and other Hispanics are counted here only.

Source: Annual Planning Information, 1980-1981, EDD. Volumes for San Diego, San Francisco-Oakland, Anaheim-Santa Ana-Garden Grove, Los Angeles-Long Beach, San Jose, and California.

TABLE 4 - Youth, 14-21, Below Poverty Level, by Ethnicity and Sex
1981 (projected)

Sex	Total[a]	Black	Hispanic[b]	White	Other
Male	167,340	48,120	45,330	64,550	9,350
Female	181,040	53,130	49,660	70,350	7,890
Total	348,340	101,250	94,990	134,900	17,240
% of Total	100.00	29.07	27.27	38.73	4.95

[a]Parts may not add to totals due to independent rounding.

[b]Black and other Hispanics are counted here only.

Source: Annual Planning Information, 1980-1981, EDD. Volumes for San Diego, San Francisco-Oakland, Anaheim-Santa Ana-Garden Grove, Los Angeles-Long Beach, San Jose, and California.

TABLE 5 - Youth, 14-21, Not in School and Not High School Graduates, by Ethnicity, Sex and Age[a]

1981 (projected)

Age & Sex	Total[b]	Black	Hispanic[c]	White	Other
14-15					
Male	8,160	1,470	1,340	5,020	320
Female	9,360	1,460	1,720	5,780	410
Total	17,520	2,930	3,060	10,800	730
16-17					
Male	16,050	2,120	3,630	9,800	510
Female	16,030	2,070	4,050	9,320	610
Total	32,080	4,190	7,680	19,120	1,120
18-19					
Male	26,630	3,800	6,040	15,920	880
Female	20,180	2,660	4,100	12,560	890
Total	46,810	6,460	10,140	28,480	1,770
20-21					
Male	22,820	2,980	5,600	13,030	1,240
Female	17,100	2,130	5,210	8,850	940
Total	39,920	5,110	10,810	21,880	2,180
14-21					
Male	73,660	10,370	16,610	43,770	2,950
Female	62,670	8,320	15,080	36,510	2,850
Total	136,330	18,690	31,690	80,280	5,800

[a]Excludes wives, heads of families, and military.

[b]Parts may not add to totals due to independent rounding.

[c]Black and other Hispanics are counted here only.

Source: Annual Planning Information, 1980-1981, EDD. Volume for San Diego, San Francisco-Oakland, Anaheim-Santa Ana-Garden Grove, Los Angeles-Long Beach, San Jose, and California.

TABLE 6 - Youth, 16-21, Population and Labor Force Status

1981 (projected)

Population	1,628,950
Labor Force	1,119,330
Unemployed	157,476
Unemployment Rate	14.1
Statewide 16-21	14.9
Statewide 16+	6.2

Source: Annual Planning Information, 1980-1981, EDD. Volumes for San Francisco-Oakland, Anaheim-Santa Ana-Garden Grove, Los Angeles-Long Beach, San Jose and California.

TABLE 7 - Selected U.S. Unemployment Rates

1978 - 1980

Category	1978	1979	1980
Ages 16-19	16.3	16.1	17.7
Ages 16+	6.0	5.8	7.1
White	5.2	5.1	6.3
Black	12.6	12.2	14.1
Hispanic	9.1	8.3	10.1

Source: Monthly Labor Review, February 1981, BLS.

TABLE 8 - Occupations with the Greatest Number of Average Annual Job Opportunities

1980 - 1985 (projected)

Occupation[a]	5 SMSAs 1980 Employment	5 SMSAs Avg. Annual Opportunities	California[b] 1980 Employment	California[b] Avg. Annual Opportunities
Secretaries, Other	359,674	26,789	470,600	37,800
Sales Workers, n.e.c.	431,154	12,336	682,500	40,400
Other Managers, Administrators	446,620	11,541	695,900	43,300
Bookkeepers, Account Clerks	178,953	9,890	257,500	15,700
Cooks, Except Private	106,770	8,741	154,800	12,300
Waiters, Waitresses	132,699	8,352	189,100	12,000
Cashiers	108,952	8,063	152,800	11,900
Assemblers	144,507	8,009	169,300	10,800
Janitors and Sextons	132,674	7,902	193,300	12,600
Real Estate Agents, Brokers	69,086	6,625	91,500	10,800
Typists	125,984	5,884	166,200	9,500
Registered Nurses	99,628	5,162	142,900	9,400
Accountants	113,225	4,632	146,800	8,600
Miscellaneous Clerical Workers, n.e.c.	81,013	4,012	106,900	13,100
Gardner, Groundskeeper, Exc. Farm	68,111	3,803	99,200	7,900
Sewers and Stitchers	65,437	3,739	74,200	6,300

[a]For description of occupation, see Dictionary of Occupational Titles, 3rd Edition.

[b]Rounded to nearest hundred.

Source: Projections of Employment by Industry and Occupation, 1980-1985, EDD. Volumes for San Francisco-Oakland, San Jose, Anaheim-Santa Ana-Garden Grove, Los Angeles-Long Beach, San Diego, and California.

Rev. 4-24-81

APPENDIX B

INTERVIEW FORMS

PROGRAM _____

Interviewee_____

Title_____

INTERVIEW FORM FOR ORGANIZATIONS SERVING
UNEMPLOYED INNER-CITY YOUTH
(Program Operators)

I. General Information

A. General Demographic Information

1. What is the name of your program?_____

2. What is the name and address of the principal responsible agency?__

3. Number of branch locations, if any_____

4. What are funding sources of this program?_____

5. Who are the primary cooperating agencies involved in the design and implementation of the program?_____

6. What was the starting date of the program?

7. How many participants are served by the program Per year? ___ What is the capacity of the program? _____ What is the approximate breakdown of participants

8. by sex _____male _____female

9. by age _____under 14 _____14-15 _____16-17

10. by ethnic group _____American Indian _____White
_____Black _____Hispanic
_____Asian _____Other

11. by educational level?
    illiterate
    elementary
    secondary
    postsecondary
12. by English language ability
    no English
    limited English
    English Speaking
13. What is the positive termination rate for participants in the program? _____
    Attrition rate ___
    What barriers can you identify which prevent your participants from attaining and/or holding employment?

B. General Program Information

1. What are the primary goals of your program?

   What are your short-term objectives, i.e., what do you hope to accomplish in the next year?

3. What are your major activites? How does the participant progress through the program? (modules, common chronological process, individual plan, etc.

4. What must a participant do to sucessfully complete the program?

II Program Components

A. Recruitment and Outreach

1. Who performs your recruitment and outreach services?

2. Does recruitment and outreach involve coordination (other than contracting or referral) with employers, labor organizations or other agencies, public or private? If so describe the coordination (advisory committee, funding, referral, facility, materials)

3. What information about the program do you emphasize on recruitment?

4. What approaches are used in recruitment and outreach? (media, role models, meetings).

5. What are some the difficulties you've encountered in recruitment and outreach?

6. In the time you've been involved in this program, have you found it necessary to change your approach to better reach people who need your services?

B. Program entry

1. What are the criteria for acceptance into the program?
   a) age_____

   b) basic education level_____how is this measured?

c) occupational aptitude/skill_____how is this measured?

d) financial criteria____(disadvantaged, unemployed, CETA eligibility) special target group_____(ex-offender, limited-English, etc.)

2. Who does selection and assessment?

3. Do selection and assessment involve coordination with employers or other agencies, public or private? If so, describe the coordination (funding, referral, facility, materials, staff, staff training, research).

What do you believe enrollees expect to gain from the program?

- specific entry-level skills_____
- job-search techniques_____
- job placement_____
- workplace and employment information_____
- other_____

5. What are some of the difficulties you've encountered in the selection and entry parts of your programs?

6. In the time you've been involved in this program, have you found it necessary to change your approach to better serve the needs of your students? If so, how?

C. Basic or Remedial Education

1. Do you offer basic or remedial education? What kind? (GED, survival skills; or remedial reading, writing, math, communication skills)

2. Who runs the basic education component?

3. Do you have set standards for participants to achieve?

4. What teaching methods, techniques, activities are used?

lecture/discussion_____ conversation_____

programmed learning_____ role playing_____

modularized_____ other_____

open entry, open exit_____

5. What percentage of time is spent in this area?

6. Does the basic education component involve coordination (other than contracting or referral) with employers, labor organizations or other agencies, public or private? If so, describe the coordination (staffing, facilities, personnel training, curriculum development, funding).

7. What are some of the difficulties you've encountered in operating the basic education component of the program?

8. In the time you've been involved in this program, have you found it necessary to change your approach to better serve the needs of your students? If so, how?

D. Pre-employment skills

1. Who handles this component?

2. What types of pre-employment and job search skills do you cover?
   expectations of the employer & workplace
   how to locate a job
   general work habits and attitudes
   interviewing techniques
   others

3. What techniques are used in this instruction?

lecture/discussion	- individual learning plans
individual counseling	- role playing
modules	- small groups
competency-based	- other

4. Do you have set standards for students to achieve?

5. Do you gather input from employer or labor organization on the pre-employment skills necessary for job performance? How?

6. Does the pre-employment component involve coordination (other than contracting of referral) with other agencies, public or private?If so, describe (advisory committee, funding, program design, implementation, personnel, personnel training, research).

7. What are some of the difficulties you've encountered in operating the pre-employment component of the program?

8. In the time you've been involved in this program have you found it necessary to change your approach to better served the needs of your participants?

E. Vocational Skills Instruction

1. Is vocational skills instruction provided via classroom training, on-the-job training, work experience or other means?

2. How is participant supervised?

3. Who runs the vocational component?

4. What percentage of time is spent on this area?

5. Do you have set standards for the participant to achieve?

6. What are the occupational areas taught?

7. How are these occupational areas chosen? - area labor market information - what information?
   - consultation with other agencies-which?
   - advisory committees

8. How do you gather input from employers or labor organizations on specific occupational skills necessary for job performance?

9. What techniques, are used in vocational instruction?

group_____	lecture/discussion_____
modularizing_____	aides, tutors_____
competency-based_____	Individualized learning plan
programmed learning_____	(ILP, IEP, IVP, EDP)_____
	other_____

10. Does the vocational skills component involve coordination (other than contracting or referral) with other agencies, public or private? If so, describe (advisory committee, funding, program design, implementation, personnel, personnel training research).

11. What are some of the difficulties you've encountered in operating the vocational skills component of the program?

12. In the time you've been involved in this program have you found it necessary to change your approach to better serve the needs of your students? If so, how?

F. Counseling

1. What kind of counseling do you provide to your students (career, job search and readiness, personal, financial, other)

2. How often do you provide counseling for your students? (initial, intermittent, regularly - specify, upon student request)

3. How is counseling coordinated with other program areas? (referral, staff meetings, student request, others)

4. What counseling techniques are used (individual; groups; workshops; site visits; A-V materials)?

5. Have counselors been given training to increase their awareness of the special cultural characteristics of your students?

6. Who provides counseling?

7. Does the counseling component involve coordination (other than contract or referral) with other agencies, public, private, or industrial? If so, describe the coordination (facility, staff, staff training, materials).

8. What are some of the difficulties you've encountered in providing job counseling to your students?

9. In the time you've been involved in this program, have you found it necessary to change your approach to better serve the needs of your students? If so, how?

G. Placement and Follow-up

1. What kind of placement services do you provide your students? (job-identification or development, job referral, follow-up, other)

2. What approaches are used in job development? (advertising, PR media, personal contact, other)

3. How do you coordinate placement efforts with employers?

4. What kind of follow-up do you provide? (monitoring or intervention)

5. At what intervals do you follow-up students?

6. Do you follow-up participants who do not complete the program? What are the major reasons for not completing the program?

7. Who handles placement and follow-up services?

8. Does the placement component involve coordination (other than contracting or referral) with employers, labor organizations or other agencies, public or private? If so, describe the coordination (advisory committees; job identification; facilities; on-site observation; staff; staff training, etc.)

9. What are some of the difficulties you've encountered in providing placement and follow-up services to your students?

10. In the time you've been involved in this program, have you found it necessary to change your approach to better serve the needs of your students?

H. Additional Supportive Services

Name of Service	Availability (none; in-house; contracted; referred)	Contractor or Referral Agency	Special Information
Transportation			
Day Care			
Stipends			(criteria) (amount)
Other			

III. Administrative Support

A. Staffing

1. What is the breakdown of jobs in your organization?
administration_____, counselors_____, placement_____, teachers____

2. What traits do you look for in your staff?

3. What type of staff development is emphasized by your organization?

Communication and Decision Making

1. How are information and directions communicated to the staff (informal conferences, 1-to-1, regular staff meetings, other)?

2. Who makes decisions on program _____? How? (unilateral, discussion-consensus, discussion followed by administrative decision, other)

- on policy? How? (unilateral, discussion- consensus, discussion followed by administrative decision, other)

- on staffing? How? (unilateral, discussion-consensus, discussion followed by administrative decision, other)

D. Program Planning

1. Who does the planning for your organization?

2. Does program planning involve coordination with other agencies, public or private? If so, describe coordination (needs assessment, data bank, advisory committee, etc.).

3. What approaches are used in planning? (needs assessment, goal setting, planning by objectives, other)

4. What product comes out of the planning?

Curriculum Development

1. Is your curriculum development done in-house? If not, where?

2. Are there persons on your staff with designated curriculum development responsibilities and are they provided with necessary time and funding support?

3. Does curriculum development involve coordination (other than contracting) with other agencies, public or private? If so, describe coordination (services, staff, facilities, other input).

4. What approaches are used in curriculum development? (task, analysis, on-site observation, other)

F. Program Evaluation

1. Who does program evaluation?
2. Does evaluation involve coordination (other than contracting) with other agencies, public or private? If so, describe coordination (services, staff, facilities, other input).

3. What are the evaluation approaches used?

4. Do you measure how well students have achieved occupational competencies? How?

5. Do you measure job market performance? (yes or no; which of the following are measured?)
   a. placement rate (how figured)
   b. completion rate
   c. salary increase
   d. retention rate
   e. employer satsifaction
   f. trainee satisfaction with job
   g. other

IV. General Summary Information

A. Why is your program successful?

B. In what areas would you like to see improvement? What types of improvement?

C. How would you rate participant satisfaction in the following areas?

	very high	high	med.	low	very low
• Basic/remedial education					

comments

	very high	high	med.	low	very low

- Pre-employment skills
  comments

- Vocational skills
  comments

- Counseling
  comments

- Placement and followup
  comments

- Other services (specify)

  comments

- Staff participation
  interaction
  comments

D. What significant barriers has your organization encountered in providing services to participants? Be specific.

legal

school

fiscal

justice system

attitudinal

other

Employer Questions

1. Are you satisfied with the program?

2. What does the program do effectively?

3. What areas would you like improved?

4. What is the extent of your involvement in the program? Which components?

   a) Program planning and design?

   b) Recruitment and outreach

   c) basic or remedial education component

   d) pre-employment skills component

   e) vocational skills instruction

   f) counseling

   g) placement and follow-up

Participant Questions

Recruitment and Entry

1. How did you find out about the program?

2. What were you doing before you joined the program? What work experience do you have?

3. Why did you join the program? What did you expect to get out of it?

Program

4. What do you like best about the program? (Pre-vocational skills, basic education, counseling, other) why?

5. What do you like least? Why?

6. If you were running the program, what changes would you make?

7. Do you think the program will help you get a job in the area you're learning?

Linkages

8. Are you working now? If so is your employer satisfied with the program? Why or Why not?

9. Would you recommend this program to your friends? Why/Why not?

APPENDIX C

EXAMPLES OF FUNDING SOURCES SERVING YOUTH IN CALIFORNIA FY 1981-82

Appendix

The information provided in this Appendix gives examples of funding sources serving California youth. It does not represent all monies available for youth services.

It should be noted that many of the programs listed serve various age groups (adults, youth, and children). Some programs do not report youth funds separately from funds used for other age groups. In instances where youth funds are separated, only youth dollars have been shown.

Some programs shown in this Appendix serve the economically disadvantaged as well as meeting the needs of other members of the society.

The funding figures provided in this Appendix are estimates only. Where possible, projected funding estimates under current budget appropriations are shown. However, where current information was not available due to the recent passage of both the State and federal budget, FY 80-81 figures were used to project approximated funding for FY 81-82.

Because of the limitations of this listing and the complexity of the programs shown, further in-depth research would be required to make recommendations on reallocation of resources.

June 23, 1981

EXAMPLES OF FUNDING SOURCES
SERVING YOUTH IN CALIFORNIA
FY 1981-82

DEPARTMENT OF EDUCATION - PROJECT FUNDING ESTIMATES

Federal Funds	
Elementary and Secondary Education Act Title IV-C	$ 5,900,000
Governor's Special Grant Funds - 6% Supplemental Vocational Education Assistance	12,934,000
Education Amendment 1976 Title II Vocational Education:	
Subpart 2, Basic Grant	15,749,894
National Priority Programs for the Disadvantaged	4,779,724
National Priority Programs for the Handicapped	2,463,775
National Priority Programs for Limited English Speaking	147,827
Subpart 3	
National Priority Programs for the Disadvantaged	874,537
National Priority Programs for the Handicapped	450,793
National Priority Programs for Limited English Speaking	27,048
Guidance and Counseling	751,348
Program Improvement and Supportive Service	1,347,308
Subpart 4, Special Programs for the Disadvantaged	659,322
Subpart 5, Consumer and Homemaking:	
A. Basic Grant	1,200,961
B. Economically Depressed Areas	646,671
State Funds	
Vocational Education Student Organizations Under Education Amendment 1976, Title II Vocational Education	500,000
State Administration of Vocational Education	2,426,483
Continuation Education	
Add On To Revenue (Represents increase in revenue limitation for necessary adjustment for those new schools approved for the first time in 1979-80 or 1980-81.)	4,683,221
Approximate Total Allocation for Continuation Education	70,000,000
Compensatory Education Funds (EIA)	174,977,067
Regional Occupation Programs and Regional Occupation Centers	100,000,000

EMPLOYMENT DEVELOPMENT DEPARTMENT - PROJECTED FUNDING ESTIMATES

Federal Funds

Job Corps - EDD recruits and places participants in California's five Job Corps Centers. FY 1981-82 funding level for total services is.....$1.6 Million

Federal funds allocated directly to Job Corps Centers in California:

	Total Enrollment	Funding
Sacramento	360	2.9 Million
San Jose	440	3.7 Million
Los Angeles	735	6.7 Million
San Diego	600	4.6 Million
San Bernardino	310	2.4 Million

Some private agencies are also funded to provide recruitment and placement services.

State Funds

The California Worksite Education and Training Act (CWETA) funds designated for youth 21 and under.....2,175,600

Comprehensive Employment and Training Act Governor's Special Grant Youth Allocations (Administered by the State CETA Office)

AB 1398 Lockyer Youth Funds 1.9 Million
($5 million allocated under a five year grant which expires in 1982. To date, $3.1 million has been used.)

AB 1398 Lockyer Youth Funds yearly appropriation representing a separate allocation from the five year grant shown above. 5,000,000

COMPREHENSIVE EMPLOYMENT AND TRAINING ACT FUNDS ALLOCATED DIRECTLY TO PRIME SPONSORS

Title II, Comprehensive Employment and Training Act Parts B and C Combined (FY 1982 Planning Estimates) 174,663,000

Summer Youth Employment Program under Title IV, Part C of the Act (Program currently in progress) 83,696,390

DEPARTMENT OF ALCOHOL AND DRUG ABUSE - PROJECTED FUNDING ESTIMATES

Approximately $4 million is provided to local drug prevention programs through each county drug administration office. An estimated 2.1 million persons are served including youth.

CALIFORNIA YOUTH AUTHORITY - PROJECTED FUNDING ESTIMATES

State Funds

Employment and Training Resource Coordination (Funds used by institutions and camps branch)	$ 660,000
Delinquency Prevention Projects, Youth Service Bureaus, Sugar Ray Foundation (Los Angeles), John Rossi Center (Lancaster)	1.5 million
Allocation to all 58 counties. Each County identifies need. TOTAL ALLOCATION.....	63,000,000

CALIFORNIA CONSERVATION CORPS - PROJECTED FUNDING ESTIMATES

State Funds

State General Fund	27,000,000

State and Federal Funds

Reimbursements and Federal Funds	12,000,000

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Information derived during site visits of employment and training programs in the target areas was used, as well as numerous reports and studies not cited here that added background to the study.